Palestinian Territories

WORKFORCE DEVELOPMENT

SABER Country Report

2013

Dimensions	Status
1. Strategic Framework Strategic framework is assessed at the "emerging" level. In the Palestinian Territories, advocacy for WfD has taken the form of strategies and plans but with limited and mostly ad-hoc involvement of champions. Employers and industry play a limited role in defining strategic WfD priorities and make few contributions to address skills constraints. Coordination among multiple WfD stakeholders is ad hoc and responsibilities often overlap.	Emerging
2. System Oversight System oversight is assessed at the "emerging" level, reflecting the fact that efficiency and equity in funding for WfD are rated higher at the local than national level. In the absence of formal reviews of the impact of funding on beneficiaries, funding decisions are based on the previous year's budget and the WfD system is heavily dependent on donor funding. Despite recent progress, standards are not competency-based and incentives for private providers to seek accreditation are limited. Diversified pathways for technical and vocational education at the post-secondary level exist, but students still face important challenges to skills upgrading.	Emerging
3. Service Delivery Service delivery is assessed at the "latent" level, consistent with the fact that few measures are in place for quality assurance of non-state training providers and public training providers are granted limited autonomy and are not required to meet explicit performance targets. Links between training institutions and industry are limited and employers play only a minor role in the design of curricula and the specification of training standards.	Latent

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Executive Summary

Equipping the workforce with job-relevant skills is a key priority and challenge in many economies across the world. Though past investments in education and training mean the labor force is now more educated, mismatches remain in the supply of skills relative to their demand. Workforce development has therefore become a topic of great interest for individuals, employers, governments, and society as a whole.

Workforce development is seen as a priority for development in the Palestinian Territories as education and training are considered a 'passport' for Palestinians to access productive jobs at home and abroad. The education and training system has been expanding rapidly over the past 15 years and the labor force is becoming more educated. Increased access to education, however, has not translated into better quality education. At the same time, structural changes have affected the occupational structure, leading to an increase in the demand for service and sales workers as well as professionals and technicians.

The Palestinian Territories, along with six countries in the Middle East and North Africa Region (Egypt, Iraq, Jordan, Morocco, Tunisia, and Yemen) have applied the World Bank workforce development (WfD) diagnostic tool under the System Approach for Better Education Results (SABER) Initiative. The diagnostic tool analyzes and assesses the systems, institutions, and policies in place to promote the development of an appropriately skilled workforce. The tool focuses on three important functional dimensions of policymaking and implementation—strategic framework, system oversight, and service delivery. Each dimension is scored on a four-point scale against standardized rubrics based on available knowledge on global good practice.

The results, summarized on the cover of this report, rate the Palestinian Territories at the emerging level in the functional dimensions of strategic framework and system oversight and at the latent level in service delivery.

A strategic direction for workforce development has been articulated and coordination for implementation is well established. Employers and industry, however, play a limited role in defining strategic priorities and make few contributions to address skills constraints. In terms of governance or system oversight, the system displays strengths in certain aspects, in particular coordination at the local level. Funding decisions, however, are not based on performance criteria; similarly, curricula are not yet competency-based. Diversified pathways for technical and vocational education at the post-secondary level exist, but students still face important challenges to skills upgrading. Service delivery is the weakest element in the workforce development system, reflecting the lack of a systematic approach to quality assurance, the lack of institutional autonomy, weak incentives for performance, limited links between public training providers and the private sector/research institutions, and a lack of data for an evidence-based policy.

Based on the SABER-WfD assessment, some key actions have been identified by policy makers and the private sector in Gaza and the West Bank, including (i) reactivation of the Higher Education Council for TVET and the establishment of a strong cross-sectoral Higher Council for Employment; (ii) institutionalization of employer and industry involvement at all levels (strategy formulation and implementation); (iii) finalization of the National Qualifications Framework; and (iv) regular administration of skills-related surveys for evidence-based policy making.

1. Introduction

Education and training are considered to be the "passport" for Palestinians to access productive jobs at home and abroad. Despite heavy investment in education, the quality of education has been deteriorating. While access to general education is high, the technical vocational and training system remains small and fragmented. These challenges are exacerbated by the lack of employment opportunities and the limited ability to control borders and resources, resulting in low employment rates among the population.

To inform policy dialogue on these important issues, this report presents a comprehensive diagnostic of the WfD policies and institutions of the Palestinian Territories. The results are based on a new World Bank tool designed for this purpose. Known as SABER-WfD, the tool is part of the World Bank's initiative on Systems Approach for Better Education Results (SABER)[1] whose aim is to provide systematic documentation and assessment of the policy and institutional factors that influence the performance of education and training systems. The SABER-WfD tool encompasses initial, continuing and targeted vocational education and training that are offered through multiple channels, and focuses largely on programs at the secondary and post-secondary levels.

Analytical Framework

The tool is based on an analytical framework[2] that identifies three functional dimensions of WfD policies and institutions:

(1) ***Strategic framework***, which refers to the praxis of advocacy, partnership, and coordination in relation to the objective of aligning WfD in critical areas to priorities for national development;

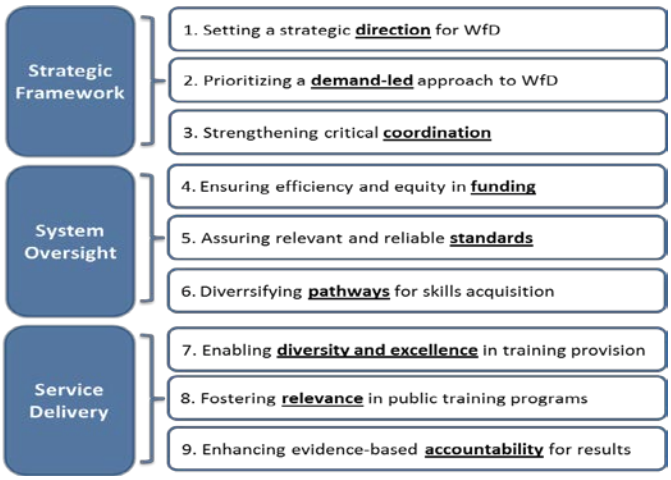
(2) ***System Oversight***, which refers to the arrangements governing funding, quality assurance and learning pathways that shape the incentives and information signals affecting the choices of individuals, employers, training providers and other stakeholders; and

(3) ***Service Delivery***, which refers to the diversity, organization and management of training provision, both state and nonstate, that deliver results on the ground by enabling individuals to acquire market- and job-relevant skills.

Taken together, these three dimensions allow for systematic analysis of the functioning of a WfD system as a whole. The focus in the SABER-WfD framework is on the institutional structures and practices of public policymaking and what they reveal about capacity in the system to conceptualize, design, coordinate and implement policies in order to achieve results on the ground.

Each dimension is composed of three Policy Goals that correspond to important functional aspects of WfD systems (Figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more detail about the system.[3]

Figure 1: Functional Dimensions and Policy Goals in the SABER-WfD Framework



Source: Tan et al. 2013

[1] For details on SABER see http://www.worldbank.org/education/saber.

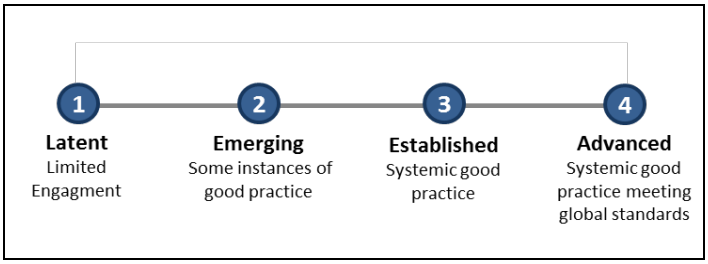
[2] For an explanation of the SABER-WfD framework see Tan et al 2013.

[3] See Annex 1 for an overview of the structure of the framework.

Implementing the Analysis

Information for the analysis is gathered using a structured SABER-WfD Data Collection Instrument (DCI). The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions. For each Topic, the DCI poses a set of multiple choice questions which are answered based on documentary evidence and interviews with knowledgeable informants. The answers allow each Topic to be scored on a four-point scale against standardized rubrics based on available knowledge on global good practice (Figure 2).[4] Topic scores are averaged to produce Policy Goal scores, which are then aggregated into Dimension scores.[5] The results are finalized following validation by the relevant national counterparts, including the informants themselves.

Figure 2: SABER-WfD Scoring Rubrics



Source: Tan et al. 2013.

The rest of this report summarizes the key findings of the SABER-WfD assessment and also presents the detailed results for each of the three functional dimensions. To put the results into context, the report begins below with a brief profile of the Palestinian Territories' socioeconomic makeup.

[4] See Annex 2 for the rubrics used to score the data. As in other countries, the data are gathered by a national principal investigator and his or her team, based on the sources indicated in Annex 4; and they are scored by the World Bank's SABER-WfD team. See Annex 5 for the detailed scores and Annex 6 for a list of those involved in data gathering, scoring and validation and in report writing.

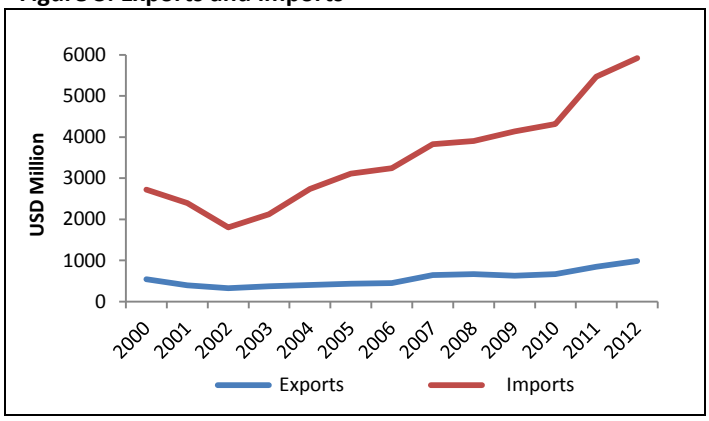
[5] Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule: $1.00 \leq X \leq 1.75$ converts to "Latent"; $1.75 < X \leq 2.50$, to "Emerging;" $2.50 < X \leq 3.25$, to "Established;" and $3.25 < X \leq 4.00$, to "Advanced."

2. Country Context

The Arab Spring did not directly affect the Palestinian Territories, but revolutions in the region have signaled the risk of the status quo to both Palestinian and Israeli leaders. Since the establishment of the Palestinian Authority (PA) shortly after the Oslo Accords of 1993-95, it has been faced with a number of challenges: "providing adequate education, housing, health care, and employment opportunities for a young and fast-growing population; building a Palestinian public administration, where none existed prior to 1994, which can deliver those services; and undertaking these tasks while still under occupation and the severe restrictions it imposes in an unstable and unpredictable political, economic, and social environment" (ETF, 2006).

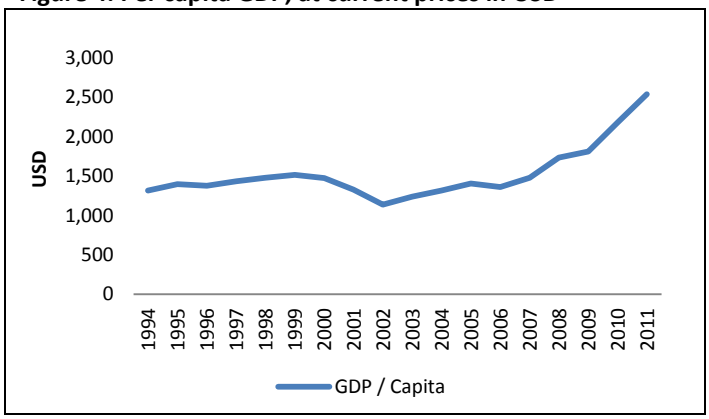
Economic trends and growth: The PA faces a tight fiscal position. The budget deficit increased to USD 1,278.3 million in 2011, in part due to continued occupation and restrictions on trade and movement, and in part due to faster increases in government expenses than revenues (total revenues increased by 6.1% in 2011 whereas government expenses increased by 8.0% during the same period). Additionally, external financial support to the PA decreased in 2011 (reaching USD 814.3 million during 2011 compared to USD 1,146.8 million in 2010). According to the Palestinian Central Bureau of Statistics' (PCBS) data for 2011, total Palestinian exports reached USD 719.6 million out of which exports to Israel amounted to USD 617.8 million—around 86%. At the same time, total imports for 2011 reached USD 4,221.1 million USD, out of which imports from Israel amounted to USD 2,938.5 million—around 70%. Over the past 10 years, exports have been almost steady and imports have increased sharply, as shown in Figure 3. Recent economic growth has been robust, with Gross Domestic Product (GDP) growing by 9.9% in 2011 and GDP per capita growth reaching 6.6% or USD 2,541 per capita, as shown in Figure 4. Growth has been particularly strong in Gaza (23%) and less so in the West Bank (5.2%), although most of the growth is donor fund driven (PCBS, 2012).

Figure 3: Exports and imports



Source: PCBS, 2013

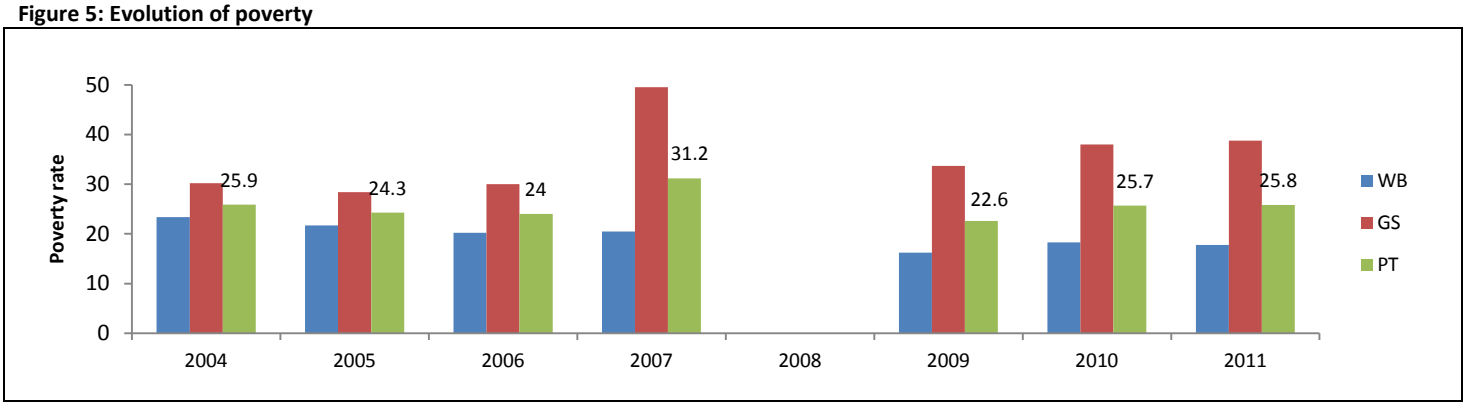
Figure 4: Per capita GDP, at current prices in USD



Source: PCBS, 2013

Demographics and Poverty: According to data from PCBS, the population of the Palestinian Territories in 2012 was estimated to be 4.3 million (2.65 million in the West Bank and 1.65 million in Gaza). Youth (15-29 years old) make up a large percentage of the total population, estimated at 29.8%. Population growth is estimated at 3% per year (2.6% in the West Bank and 3.5% in Gaza). Fertility rates have been declining but are still high at 4.1% (3.8% in the West Bank and 4.9% in Gaza). Although the poverty rate has declined from 31.2% in 2007 (Figure 5), the rate remained high at 25.7% in 2010 (18.3% in the West Bank compared with 38.0% in Gaza).

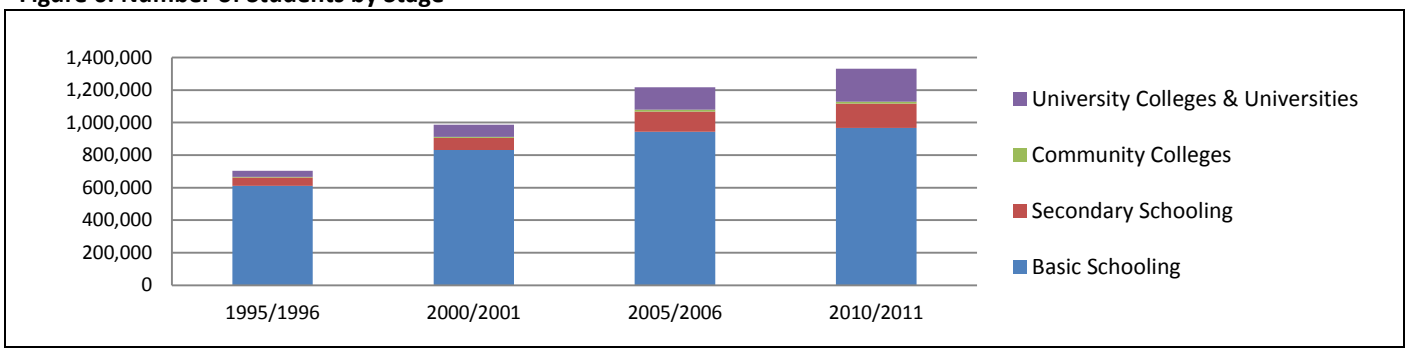
Figure 5: Evolution of poverty



Source: PCBS

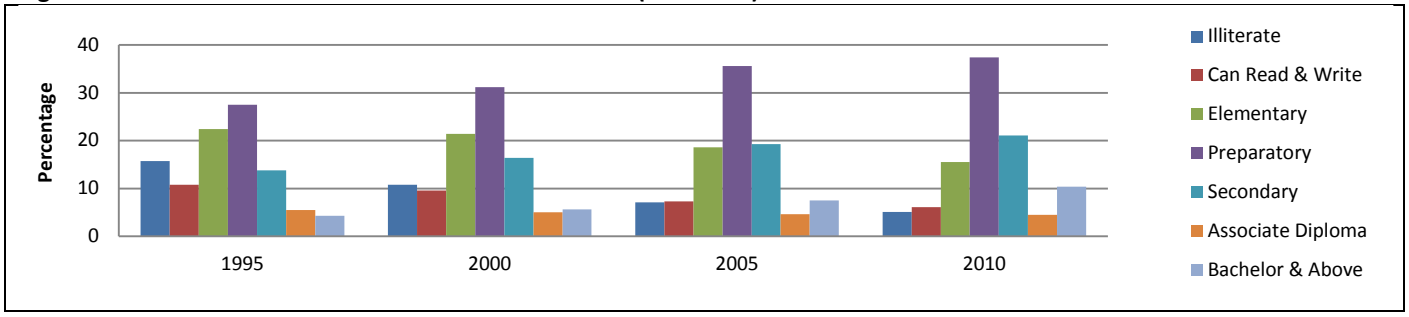
Education & Training: The education and training system has been expanding rapidly (Figure 6), basically resulting in a doubling of the total number of students over the past 15 years (from 703,543 in 1995/1996 to 1,330,964 in 2010/2011). Overall, the Palestinian labor force is becoming more educated, with 36% of the adult population holding at least an upper secondary degree in 2010 compared with 23.6% in 1995 (Figure 7). Increased access to education, however, has not been accompanied with improvements in the quality of education. Data from the international comparative student assessment Trends in International Mathematics and Science Study (TIMSS) shows that the Palestinian Territories ranked low, even when compared to other MENA countries such as Jordan, Syria, Egypt, Algeria, and Morocco (World Bank, 2012).

Figure 6: Number of Students by Stage



Source: Ministry of Education and Higher Education

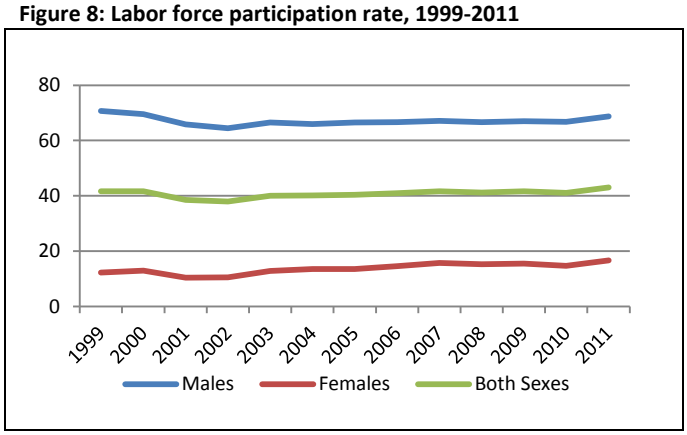
Figure 7: Evolution of educational attainment of adults (>15 Years)



Source: PCBS

Employment: Labor force participation in the Palestinian Territories is low due to the inactivity of women. In 2011, labor force participation stood at 43%, compared with 41.1% in 2010 (Figure 8). The participation rate reached 68.7% among men compared with 16.6% for women. Those women who are actively seeking employment face a high unemployment rate: among highly skilled women, unemployment exceeds 36% (Figure 9). Overall, unemployment has been decreasing but is still high at 20.9% in 2011 (Figure 10), and higher in Gaza (28.7%) than in the West Bank (17.3%). Unemployment is concentrated among the 15-24 and 25-34 year-old age groups (Figure 11).

Figure 8: Labor force participation rate, 1999-2011

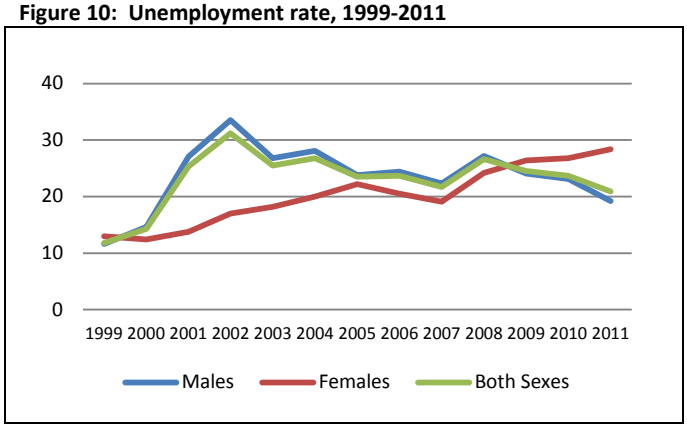


Source: PCBS

Figure 9: Unemployment, by gender and years of schooling, 2010

Source: PCBS – Labor Force Survey, 2010

Figure 10: Unemployment rate, 1999-2011



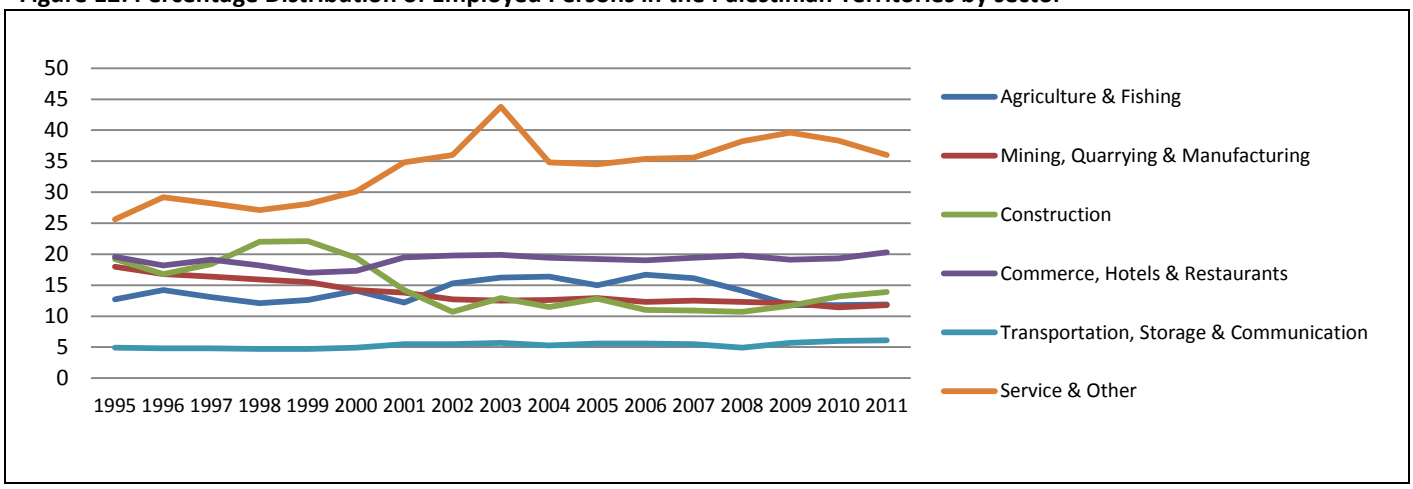
Source: PCBS

Figure 11: Unemployment rate, by age and gender, 2010

Source: PCBS – Labor Force Survey, 2010

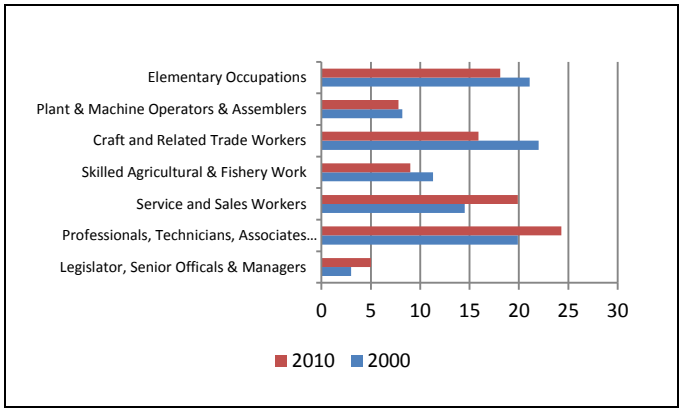
Demand for skills – sectoral and occupational change: Structural changes have led to a large increase in the percentage of persons employed in the service sector and a decrease in employment opportunities in construction (from 19.4% in 2000 to 13.2% in 2010), manufacturing (from 14.2% to 11.4%), as well as agriculture (from 14.1% to 11.8% overall and from 34.7% to 21.4% for women) (Figure 12). These changes have affected the occupational structure, leading to a decline in the demand for semi-skilled and unskilled manual workers in the Palestinian Territories (Figure 13). While the overall demand for such positions is still high in Israel, employment opportunities for Palestinian workers in Israel and Israeli settlements have fallen by half since the second intifada in 2000 (Figure 14).

Figure 12: Percentage Distribution of Employed Persons in the Palestinian Territories by sector



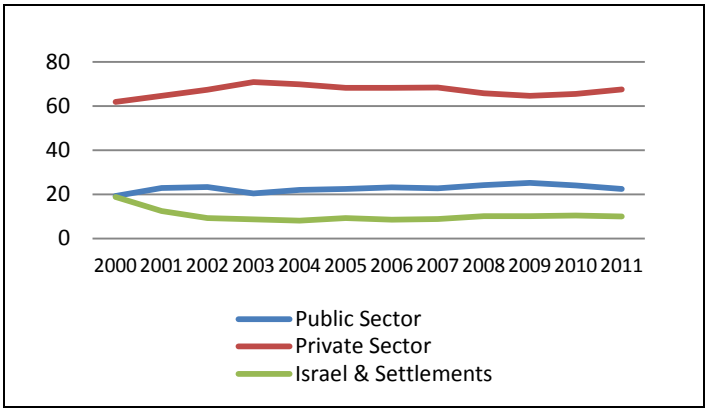
Source: PCBS

Figure 13: Occupational distribution, 2000 & 2010



Source: PCBS, 2001 and PCBS 2011

Figure 14: Evolution of employment opportunities by sector, 2000-2011



Source: PCBS, 2001 and PCBS 2011

3. Overview of Findings and Implications

This chapter highlights findings from the assessment of the Palestinian Territories' WfD system based on the SABER-WfD analytical framework and tool. The focus is on policies, institutions and practices in three important functional dimensions of policymaking and implementation—strategic framework, system oversight and service delivery. Because these aspects collectively create the operational environment in which individuals, firms and training providers, both state and non-state, make decisions with regard to training, they exert an important influence on observed outcomes in skills development. Strong systems of WfD have institutionalized processes and practices for reaching agreement on priorities, for collaboration and coordination, and for generating routine feedback that sustain continuous innovation and improvement. By contrast, weak systems are characterized by fragmentation, duplication of effort and limited learning from experience.

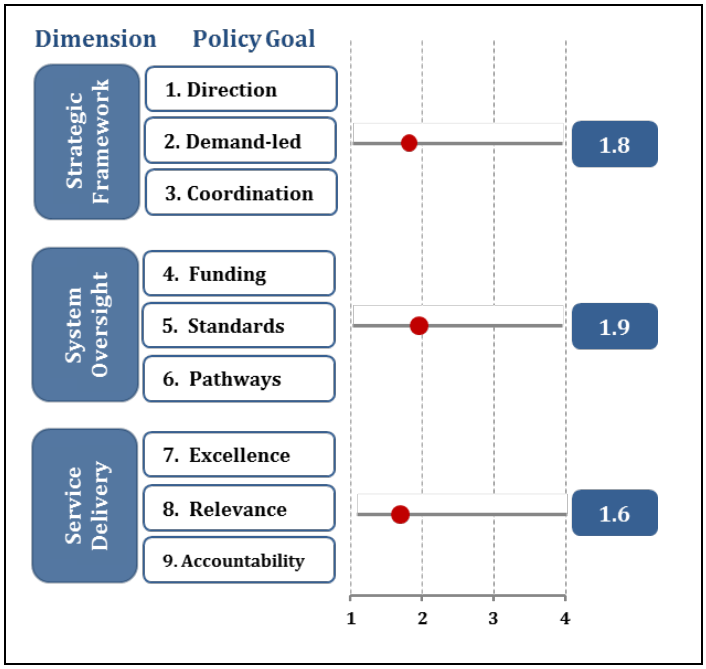
The SABER-WfD assessment results summarized below provide a baseline for understanding the current status of the WfD system in the Palestinian Territories as well as a basis for discussing how best to strengthen it in the coming years.

Overview of the SABER-WfD Scores

Figure 15 shows the overall results for the three Functional Dimensions in the SABER-WfD framework.[6] For Strategic Framework and System Oversight, the Palestinian Territories are rated at the Emerging level of development; for Service Delivery, it is rated at the Latent level. Even though there is no large variation among the scores, the findings suggest that the Palestinian Territories' policies and institutions for WfD are slightly weaker in terms of implementation than policy conceptualization. Many of the gaps identified share common root causes, implying that addressing a selected gap may lead to progress on related fronts.

In terms of **strategic framework**, advocacy for WfD in the Palestinian Territories has taken the form of strategies and plans, but with the limited and mostly ad-hoc involvement of champions. Employers and industry play a limited role in defining strategic WfD priorities and make few contributions to address skills constraints. On the other hand, coordination among multiple stakeholders is ad hoc and responsibilities often overlap.

Figure 15: Palestinian Territories' Dimension-Level Scores



Note: see figure 2 for an explanation of the scale on the horizontal axis.
Source: based on analysis of the data collected using the SABER-WfD questionnaire

In terms of **system oversight**, there are a number of positive developments at the local level, such as institutionalized partnerships between training institutions and employers. Overall, however, funding decisions are not based on performance and do not reward fruitful public–private partnerships. The WfD system is heavily dependent on donor funding and, in the absence of formal reviews of the impact of funding on beneficiaries, funding decisions are based on the previous year's budget.

The Palestinian Territories have made progress in introducing competency-based standards for a few occupations and in launching a consultative process to develop a national qualifications framework. In general, however, standards are not competency-based and incentives to seek accreditation for private providers

[6] See Annex 5 for the full results.

are limited. Diversified pathways for technical and vocational education at the post-secondary level exist, but students still face important challenges to skills upgrading.

Based on the assessment, dimension 3 of **service delivery** is the weakest element in the WfD system and thus warrants special focus in the priorities of WfD reform. Few measures are in place for quality assurance of non-state training providers. Public training providers are granted limited autonomy and are not required to meet explicit performance targets. Links between training institutions and industry are limited and employers have a limited role in the design of curricula and the specification of training standards.

Direction for Policy Development

Representatives from education and labor ministries, as well as the private sector in the West Bank and Gaza, have put forward the following directions for policy development based on the discussions and diagnostics related to the SABER WfD scores and findings.

Some positive developments at the governance level have taken place in recent years, such as the formal endorsement and launch of the revised strategy for technical and vocational education and training (TVET) and the establishment and operation of the Local Employment and Training (LET) Councils. However, some key actions need to be considered by decision-makers to further improve the **strategic framework** of WfD:[7]

Policy Goal 1: Strategic Direction

To sharpen the strategic vision for WfD, the creation of a joint higher council for employment should be considered. This council would include the key ministries, such as Ministry of Economy, Planning, Labor, Social Affairs, Education and Higher Education, as well as the private sector. In addition, the reactivation of the Higher Education Council for TVET (Labor, Education and Higher Education, and the private sector) would provide a platform for key decisions. These bodies could draft a modern national TVET law that clearly spells out mandates and responsibilities. One key strategic direction would entail a focus on developing continuing vocational education and training (CVET).

Policy Goal 2: Demand-led approach

The reactivation of the Higher Education Council for TVET would be an opportunity to institutionalize the involvement of employers and industry; incentives for employers to develop and upgrade skills through CVET should be discussed and provided. To take the pulse of the demand side, the Labor Market Information System should be developed further to conduct routine national assessments of economic prospects and their implications for skills.

Policy Goal 3: Coordination

Institutionalizing stronger mechanisms for coordination and fostering synergies would benefit from a legal decree that organizes relationships among public and private bodies. While strategies have been formalized recently, there is a need to formalize arrangements to monitor and assess their implementation.

Important advances at the local level and in developing a National Qualifications Framework (NQF) are underway, but a number of key actions should be considered by decision-makers to improve the **system oversight** of WfD:

Policy Goal 4: Efficiency / equity in funding

In order to increase efficiency and equity in TVET funding, the Palestinian Territories need to commit to a timeframe for TVET to move from being donor led to being nationally led. This could entail, among others, a restructuring or reactivation of the Employment Fund, or the establishment of a TVET Fund for initial and continuous TVET, which would be funded from the budget and tax levies. Importantly, funding and performance would have to be linked.

Policy Goal 5: Relevant and reliable standards

The finalization and approval of the NQF is essential, in addition to the introduction of competency-based curricula. To ensure high standards, the accreditation system should be expanded to all providers and a TVET National Accreditation and Quality Assurance Unit could be established within the Accreditation and Quality Assurance Commission (AQAC).

[7] These recommendations are based on feedback from participants in the regional Conference on Promoting Workforce Development in the Middle East and North Africa Region, held in Kuwait, June 10-12, 2013.

Policy Goal 6: Pathways for skills acquisition

The forthcoming NQF should be modified to include bridging possibilities at each level of education. To achieve a more permeable system that provides second chances, both the government and the private sector need to recognize accredited diplomas (expected to be solved with NQF). CVET needs to be strengthened to support further occupational and career development.

In order to strengthen the weakest dimension in the Palestinian Territories' WfD system, the following suggested key actions could be considered to improve the **service delivery** of WfD:

Policy Goal 7: Diversity and excellence in training provision

To prevent training from being overly supply-driven, a (demand-driven) national training strategy by sector could be developed and included in the next Palestinian Development Plan. Importantly, provisions for monitoring the quality of such training need to be taken into account. At the operational level, the autonomy of government TVET institutions should be enhanced, while applying performance-based evaluations. A formalized process to decide on program introduction and closure would help in responding to shifting training demands and avoid lengthy procedures.

Policy Goal 8: Relevance in public training

To promote the relevance of skills for employment, adequate incentives should be given to employers so that they will contribute to the design, implementation and assessment of training programs. To improve the quality of training provision, clear and adequate criteria for recruiting trainers and appointing heads of public training institutions should be developed and adopted. Finally, opportunities for in-service training of TVET staff should be expanded to increase the relevance of public training.

Policy Goal 9: Evidence-based accountability

National criteria for accountability should be developed and data availability needs to be expanded. Skills-related surveys, such as the National Higher Education Tracking System currently under preparation, will allow both the government and higher education institutions to assess the quality of higher education and reinforce evidence-based policy making.

4. Aligning Workforce Development to Key Economic and Social Priorities

WfD is not an end in itself but an input toward broader objectives – of boosting employability and productivity; of relieving skills constraints on business growth and development; and of advancing overall economic growth and social wellbeing. This chapter briefly introduces the Palestine Territories' socio-economic aspirations, priorities and reforms to contextualize the role of WfD in realizing these broader objectives. In the SABER-WfD framework, this role is defined by the following three Policy Goals: (i) setting a strategic direction for WfD; (ii) fostering a demand-led approach; and (iii) ensuring coordination among WfD leaders. The ratings for these Policy Goals are presented below and are followed by a brief reflection on their implications for policy dialogue.

Key Socioeconomic Aspirations, Priorities and Reforms

The Palestinian Development Plan (PDP) 2011–2013 targets tourism, agriculture, manufacturing, and Information and Communication Technologies (ICT) as sectors with "*competitive advantages and high short-term growth potential.*" In reality, and in light of the PA's recent fiscal crisis and the ensuing public upheaval against price escalation in August 2012, the PA has reprioritized manufacturing as its first economic priority sector. In terms of social priorities, the PDP maintains a commitment to sustain a high level of access to education and health services, and to provide essential social protection to alleviate poverty and protect vulnerable groups (see box 1). The PDP prioritizes TVET, in particular initial vocational education and training (IVET) and training-related active labor market programs (ALMPs). In terms of funding, it has allocated USD 12.8 million for IVET for the years 2011–2013; USD 0.9 million for rehabilitation of ex-detainees; and USD 31.0 million for 'employment and worker protection', which is mainly aimed at investing in vocational training facilities and employment centers that help the unemployed find productive work.

The main WfD-related reforms over the past years include the formal endorsement and launch of the revised TVET strategy and the establishment and operation of the Local Employment and Training (LET) Councils. These councils were established in four governorates to promote the sustainability of local technical and vocational education and advance the labor market through a common understanding and joint interventions between economic and social partners. The revised TVET strategy was launched on November 3, 2010, with the main objective of creating and reforming organizational structures for WfD policy development. The strategy also touched upon the regulatory framework and the launching of new initiatives to support implementation. In line with this strategy, work on developing a National Qualifications Framework (NQF) is underway and a concept and plan to set up a Training Fund are undergoing serious debate. Furthermore, public statements indicate that the government intends to reactivate the Higher Vocational and Technical Education Council. The PDP states: "*At the end of 2010, the Ministry of Education and Higher Education and Ministry of Labor launched the National Strategy on Vocational and Technical Education to promote and enhance the quality of vocational and technical education in Palestine in alignment with the labor market needs. Currently, work is underway to rejuvenate the Higher Vocational and Technical Education Council, which will include representatives of relevant government bodies, the private sector, and nongovernmental organizations.*"

Box 1: Education and Training Prioritization in the PDP

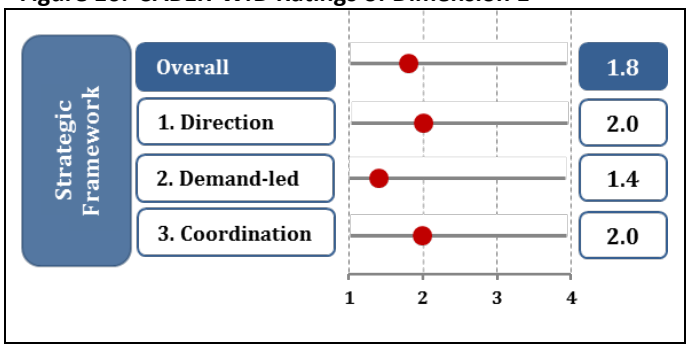
"Our national agenda includes commitments to maintain a high level of access to education and health services, and provides essential social protection to alleviate poverty and protect vulnerable groups… human capital is our most precious asset… There is no greater investment we can make in our future than in equipping our children and youth with the knowledge and skills to develop themselves and their country. Over the coming three years, we will implement a new high-school examination system, which reflects advancements and best practices in the region and around the world. We will work to revitalize the teaching profession in Palestine and invest in higher and vocational education to better prepare young people for life and work in an increasingly interconnected and competitive world."

Palestinian Development Plan 2011-2013

SABER WfD Ratings of the Strategic Framework

The Palestinian Territories receive an overall rating of 2 (emerging) for the strategic framework Dimension (Figure 16). This score is the average of the ratings for the underlying Policy Goals: (i) setting a strategic direction for WfD (2.0); (ii) fostering a demand- driven approach (1.4); and (iii) strengthening critical coordination among the actors at the leadership level of decision-making (2.0). The explanation for these ratings and their implications follow below.

Figure 16: SABER-WfD Ratings of Dimension 1



Note: see figure 2 for an explanation of the scale on the horizontal axis.
Source: based on analysis of the data collected using the SABER-WfD questionnaire

Policy Goal 1: Articulating a Strategic Direction for WfD (2.0)

Champions for WfD in government or in the private sector legitimize WfD as a priority for economic development by building critical public support and ensuring that WfD receives appropriate attention in policy dialogue. The focus of these top-level leaders may relate to long-term WfD challenges or to more specific and immediate skills constraints. Taking these ideas into account, Policy Goal 1 benchmarks the system according to the extent to which policies and institutional arrangements are in place for champions at the apex level to provide sustained advocacy for WfD.

The Palestinian Territories score at the **emerging** level on this Policy Goal, reflecting the advocacy of some visible champions for WfD to support economic development. Their involvement, however, is limited and mostly ad hoc, without any routine or institutionalized arrangement to monitor and review implementation progress of strategies and decisions.

Advocacy for WfD to support economic development was led between 1995 and 2001 by a non-governmental actor, namely the Expert Team on TVET. Currently this advocacy is led by the German International Cooperation (GIZ). At the government level, visible champions include the ministries of education, higher education, and labor. At the non-governmental level, this role is played by (i) the Chambers of Commerce and Industry – but restricted to governorates with training units, namely Hebron, Bethlehem, Jerusalem, and Ramallah; and (ii) other international organizations and donors, such as the International Labour Organization (ILO), the Belgian Technical Cooperation (BTC), the Swiss Development Cooperation (SDC), the European Union (EU), the United States Agency for International Development (USAID) and the World Bank. Advocacy has taken the form of strategies and plans that focus on WfD as well as routine calls for increased attention on and resources for WfD.

Strategic focus and decisions by WfD champions

In terms of outcomes, the TVET system has been relatively successful in providing learning opportunities for the young and most vulnerable segments of the population, but less so in terms of skills upgrading and personal development. For example, the United Nations Relief and Works Agency's (UNRWA's) vocational training centers (VTCs) and technical colleges have enabled many refugees and poor youth to find work opportunities (also abroad), and the Rehabilitation Centers operated by the Ministry of Social Affairs offer poor youth from disadvantaged backgrounds the opportunity to learn a vocation. In general, the Ministry of Labor's VTCs and Ministry of Education's vocational secondary schools (VSSs) charge no fees. On the other hand, there is no strategic focus on women or on CVET. Female participation at secondary level in TVET has declined from 33.5% in 2008 to only 25.2% (2,493 out of 9,869 students) in 2011. Only 2.5% of the labor force participates in CVET annually, with most programs being of poor quality.

The PDP prioritizes TVET, in particular IVET and training related ALMPS. The revised TVET strategy launched in November 2010 was formally endorsed by the WfD champions. Under the leadership of the GIZ, four working groups representing all relevant stakeholders met regularly to elaborate and revise the strategy. The

revised TVET strategy includes a detailed implementation plan and the GIZ continues to drive the implementation of the strategy, including the operation of national teams and a donor-coordinated approach to TVET. At the level of the concerned ministries, there are implementation plans and monitoring reports for the education sector and the vocational training plan at the Ministry of Labor, but there is no overall monitoring of the implementation of the TVET strategy.

Policy Goal 2: Fostering a Demand-Driven Approach to WfD (1.4)

Effective advocacy for WfD requires credible assessments of the demand for skills, engagement of employers in shaping the country's WfD agenda and incentives for employers to support skills development. Policy Goal 2 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) establish clarity on the demand for skills and areas of critical constraint; and (ii) engage employers in setting WfD priorities and in enhancing skills-upgrading for workers.

The Palestinian Territories score at the **latent** level for Policy Goal 2. Some positive, yet modest, steps have been taken by institutionalizing employer engagement at the local level and occasionally conducting assessments of economic prospects and skills implications at the local level.

At the national level, no formal assessments of economic prospects and their implications for skills have been conducted. At the local level, two major assessments of all economic sectors in selected governorates were conducted in 2011; the BTC assessed the needs for a trained labor force and the GIZ examined economic opportunities. These two assessments were conducted with strong participation by the Chambers of Commerce and Industry. In addition, USAID and Save the Children funded a TVET Gap Analysis at seven TVET institutions.

At the national level, no assessments of economic prospects or identification of skills constraints has taken place. This holds true even in the priority sectors of manufacturing, tourism, agriculture, and ICT. At the local level, critical skills constraints have been identified in four governorates in the West Bank. The EU-funded GIZ implemented TVET project, for example, provides funds for training institutions to partner with industry to address skills shortages and constraints in priority sectors. The World Bank-funded Quality Improvement Fund (QIF) mechanism is another example of projects aimed at addressing skills shortages at the higher education level.

Role of employers and industry

At the national level, employers and industry play a limited role in defining strategic WfD priorities and make few contributions to address skills constraints. The Higher Vocational and Technical Education Council, envisioned to institutionalize employer engagement, has not been active. The other national platform, the Tripartite Committee at the Ministry of Labor (MOL), composed of representatives from the government, employers, and workers, is supposed to "*propose general policies directly concerned with employment and vocational guidance and training*." Although meetings are held every four months, discussions and decisions focus on issues related to minimum wage and labor disputes rather than skills related subjects. The Committee is soon to be replaced by an Economic and Social Council.

At the local level, employers and industry help define WfD priorities on a routine basis through their participation in the LET Councils. The councils are very active and have proven to be an effective platform for employers in defining and providing inputs for the setting of strategic WfD priorities at the governorate level.

Employers and industry are involved in defining and providing inputs for the setting of strategic WfD priorities through their involvement in national programs/projects, such as 1) the EU-funded, GIZ-managed Support to TVET Development;[8] 2) the GIZ project for Updating the Arab Occupational Standards (AOS);[9] 3) the GIZ project for Developing an NQF for the

[8] http://www.tvet-pal.org/eu_support
[9] http://www.tvet-pal.org/en/content/arab-occupations-classification

Palestinian Territories;[10] and 4) the BTC project for Development of the Palestinian TVET Curriculum.[11] Employers and industry have supported such programs and projects aimed at addressing skills constraints, mainly by providing internships, apprenticeships, and other work-based learning, and through supporting curriculum development. As part of the BTC project, for example, industry is actively involved in setting the occupational standards for occupations as a basis for developing the curricula.

Incentives for skill upgrading and monitoring

The government provides no incentives for formal and informal sector employers to develop and upgrade skills. For example, there is no levy-grant scheme for the training of formal sector employees but the GIZ is supporting the establishment of a Training Fund as per the TVET strategy. Donor-funded programs and projects are providing incentives through proposal-based training grants to employers partnering with TVET institutions. Examples include the World Bank-funded Quality Improvement Fund (QIF) or the EU-funded, GIZ-managed TVET program. There is no formal mechanism providing incentives for the skills upgrading of informal sector employees.

Policy Goal 3: Strengthening Critical Coordination for Implementation (2.0)

Ensuring that the efforts of multiple stakeholders involved in WfD are aligned with the country's key socioeconomic priorities is an important goal of strategic coordination. Such coordination typically requires leadership at a sufficiently high level to overcome barriers to cross-sector or cross-ministerial cooperation. Policy Goal 3 examines the extent to which policies and institutional arrangements are in place to formalize roles and responsibilities for coordinated action on strategic priorities.

The Palestinian Territories score at the **emerging** level for Policy Goal 3. Implementation plans and budgets accompany strategic WfD measures, and legislation defines the roles and responsibilities of government and non-government actors. However, the mandate and responsibilities of ministries and agencies with responsibility for WfD overlap and coordination among stakeholders is ad hoc.

At the governmental level, various ministries and agencies have legally-defined roles and responsibilities for WfD, such as: Ministry of Education (MOE), Ministry of Higher Education (MOHE), Ministry of Labor (MOL), Ministry of Social Affairs (MOSA), Ministry of Ex-Detainees, General Personnel Council (GPC), and the United Nations Relief and Works Agency (UNRWA). Different laws relate to the MOE, MOHE, and MOL (see box 2), with limited coordination among the various laws or agencies (e.g., some coordination happens through the Sector Working Group (SWG) at the MOE), and limited explicit reference to WfD. Therefore, responsibilities overlap and service provision is uncoordinated. For example, due to the absence of an NQF, it takes 1 year to become a carpenter at MOL's VTCs, 2 years at UNRWA's VTCs, and 2 years at MOE's VSSs. At the local level, some coordination takes place through the LET Councils. Although non-government WfD stakeholders, including employers and industry

Box 2: Laws defining the roles of governmental agencies in WfD

Ministry of Education: The Jordanian Education Law of 1964 was elaborated by several internal decrees made by the MOE. A new proposed Education Law was drafted in 2005 and ratified on the second reading, but never formally endorsed. The current and proposed laws do not address roles for WfD.
Ministry of Higher Education: The Palestinian Higher Education Law – No. 11 of 1998 gives the ministry the powers to supervise, license, and accredit institutions of higher education including university colleges, polytechnics, and community colleges providing vocational and/or technical programs ending with vocational or technical diplomas, bachelor or higher degrees.
Ministry of Labor: The Palestinian Labor Law – No.7 of 2000 (chapter two) is related to Vocational Training and Guidance. The law states clearly that MOL shoulders the responsibility for designing, following up and implementing vocational training activities to enable laborers to acquire and continuously develop the necessary skills and capabilities.

[10] http://www.tvet-pal.org/en/content/national-qualifications-framework
[11] http://www.btcctb.org/en/country/10/projects-list

groups, trade unions, civil society organizations, and training providers have legally defined roles and responsibilities (see box 3), these formulated roles are not clear in practice.

Box 3: Laws defining the roles of non-governmental agencies in WfD

Chambers of Commerce and Industry: The Palestinian Chambers of Commerce and Industry Law of 2011 stipulates that the chambers aim, among other things, to participate in developing the policies related to trade and industry and in developing strategies and plans to implement these policies. The law grants the right to the chambers to set up training centers and institutes to serve the private sector objectives and to support and develop this sector.

Civil Society Organizations: The Law No. (1) of 2000 on Charitable Associations and Civil Society Organizations stipulates that Palestinian citizens have the right to exercise social, cultural, professional and scientific activity in freedom, including the right to establish and run Associations and Community Organizations in conformity with the provisions of this law.

Palestinian Federation of Industries (PFI): The PFI Law of 2011 grants the PFI powers similar to the Chambers regarding policy setting in the industrial sector.

Palestinian General Federation of Trade Unions (PGFTU) Internal Bylaws: Among PGFTU's declared objectives are raising the awareness of workers, and participation in national socioeconomic policy setting. There is no clear role regarding WfD.

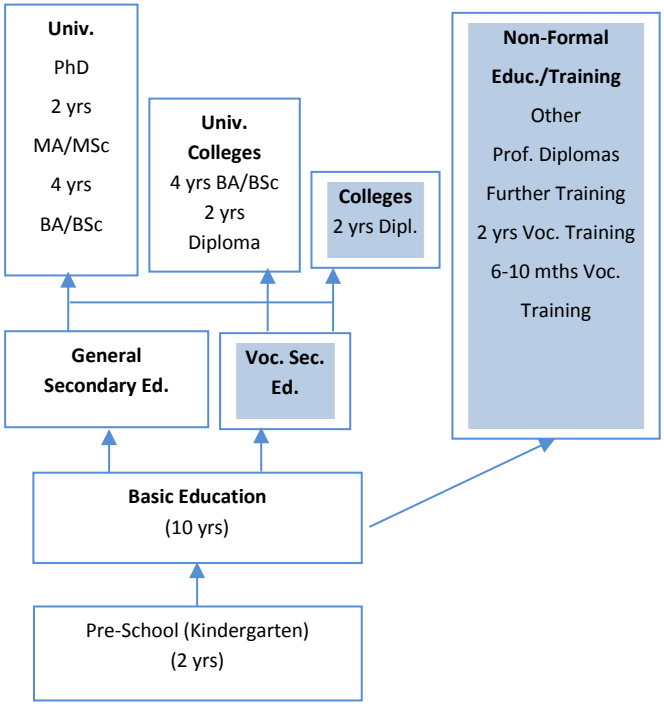
5. Governing the System for Workforce Development

An important function of WfD authorities is to facilitate efficient and effective skills acquisition by individuals and to enable employers to meet their demand for skilled workers in a timely manner. The objective is to minimize systemic impediments to skills acquisition and mismatches in skills supply and demand. The SABER-WfD framework identifies three pertinent Policy Goals corresponding to oversight mechanisms for influencing the choices of individuals, training providers and employers: (i) ensuring efficiency and equity in funding; (ii) assuring relevant and reliable standards; and (iii) diversifying pathways for skills acquisition. This chapter begins with a brief overview of the institutional landscape for governance of the WfD system and then presents the detailed SABER-WfD results. A discussion of the policy implications of these findings is presented in Section 3.

Overall institutional landscape

The Palestinian Education Law, Higher Education Law, and Labor Law provide the MOE, MOHE, and MOL with mandates over the different components of the education and training system but these overlap partially (see blue shaded area in figure 17), especially between MOE and MOL. MOE provides formal TVET (2-year programs for craftsmen) at vocational secondary schools (VSSs). MOHE provides formal TVET (2 year-programs for technicians) at colleges. Non-formal TVET includes basic and further training. Basic training is provided mainly by the VTCs of the MOL and UNRWA (6–10 months), and non-governmental organizations (2 years) to produce skilled workers. MOSA and some non-governmental organizations (NGOs) provide rehabilitation training for youth, while some for-profit organizations, continuing education departments at higher education institutions, various other government agencies, professional employers' and employees' associations, and companies (for in-service training) provide adult further training and retraining. In general, there is a lot of duplication of training offerings, and there is no overall strategy to identify and address skill bottlenecks.

Figure 17: The Palestinian Education and Training System

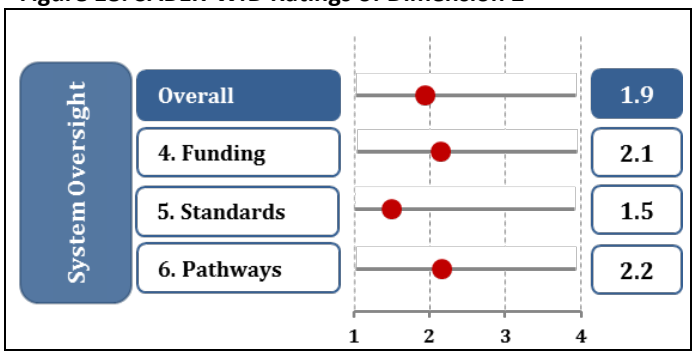


TVET is heavily dependent on government and donor funding, with financing needs expected to increase significantly in the future. Currently, only community college students pay for their training, while students at public vocational schools and VTCs and UNRWA institutions do not pay any fees. NGOs charge a percentage of the training costs and obtain the rest from donor contributions. There is very little, if any, private sector financial support to the TVET system. In accordance with the National TVET Strategy, in the future the financing of the Palestinian TVET system would be based on five sources of income: Government funding, a levy/tax on employers, payments from students, income generating activities, and donations and grants. With the support of the GIZ, the establishment of a National Training Fund is currently being considered and planned.

SABER-WfD Ratings on System Oversight

Based on data collected by the SABER-WfD questionnaire, the Palestinian Territories' system receives an overall rating of 1.9 **(emerging)** for system oversight (Figure 18). This score is the average of the ratings for the underlying Policy Goals: ensuring efficiency and equity of funding (2.1); assuring relevant and reliable standards (1.5); and diversifying pathways for skills acquisition (2.2). The explanation for these ratings and their implications follow below.

Figure 18: SABER-WfD Ratings of Dimension 2



Note: see figure 2 for an explanation of the scale on the horizontal axis.
Source: based on analysis of the data collected using the SABER-WfD questionnaire.

Policy Goal 4: Ensuring Efficiency and Equity in Funding (2.1)

WfD requires a significant investment of resources by the government, households and employers. To ensure that these resources are effectively used it is important to examine the extent to which policies and institutional arrangements are in place to: (i) ensure stable funding for effective programs in initial, continuing and targeted VET; (ii) monitor and assess equity in funding; and (iii) foster partnerships with employers for funding WfD.

The Palestinian Territories score at the **emerging** level on Policy Goal 4. The rating reflects strengths in some aspects of the system, particularly with respect to the funding and provision of ALMPs, as well as institutionalized partnerships between training institutions and employers at the local level. On the other hand, funding for IVET institutions and programs is based on the previous year's budget and heavily dependent on donor funding, and no funding is allocated to CVET. Furthermore, there are few formal reviews of the impact of funding on the beneficiaries of training programs.

Overall education expenditure as a percentage of GDP increased from 7.5% in 2000 to 11.5% in 2003.[12] The government mobilizes funds for WfD through general taxation and through directing donor funds to support WfD projects. Specifically, the relevant ministries (e.g., MOE, MOHE, MOL) coordinate with the Ministry of Finance (MOF) and the Ministry of Planning and Administrative Development to channel donor funds into TVET, mainly IVET. The MOE, for example, bases its spending on a 5-year strategic plan, and develops annual implementation plans. Joint Financing Arrangements with a number of major donors (Germany, Norway, Belgium and others) allow the MOE to spend around USD 40 million annually according to agreed-upon priorities. For TVET, a technical assistance pooling funding mechanism (financed by Germany, Belgium, and the Welfare Association, among others) was set up to support TVET development. For training-related ALMPs, the MOSA and the Ministry of Ex-Detainees decide upon the utilization of funds along with the MOF. In addition to budget allocations, the government provides recurrent funding for training through subsidized aid to students (e.g., in the form of grants, loans, vouchers provided to trainees). However, no visible government funds are provided for CVET, and such programs almost only exist at continuing education departments at universities.

For IVET institutions and programs, the budgeting process is routinely done and largely based on the previous year's budget. For example, at the MOL the criteria used to determine funding allocations are the previous year's budgets, which in most cases programs and institutions do not get in full. Similarly, recurrent funding at MOE's VSSs and MOHE's Community Colleges (CC) is mainly based on the previous year's budget in addition to the number of specializations and classes offered in that year. The criteria for allocating WfD funding to institutions and programs do not seem subject to periodic review. Furthermore, no major reforms have taken place in the last five years to improve efficiency and equity in funding allocations, except for the higher education student loan schemes being currently re-evaluated.

CVET is mostly limited to continuing education departments and centers at universities, with funding coming from student fees or external donors. Some for-profit organizations operate in the sector and rely on student fees only. At the government level, there is no support to foster on-the-job training for small and medium enterprises (SMEs). However, in 2011/2012, 143 cultural centers licensed by MOE were providing CVET in the West Bank, but there was no quality control and they had a low public image.

[12] PRDP, 2008-2010, PNA, 2007

Government funding for targeted ALMPs benefits diverse population groups, mainly refugees (through UNRWA with donor funding), youth from disadvantaged social backgrounds, and ex-detainees (through MOSA and the Ministry of Ex-Detainees). Funding is decided upon as part of the overall budget allocations in the PDP, which makes substantial allocations for training of the unemployed. However, there is no evidence that any of these allocations have been actually dispersed, or that implementation of these measures has taken place. Training-related ALMPs are implemented mainly as in-house training provision, and in some cases, service providers are contracted to offer the training though a competitive bid. Programs are formally reviewed for their impact, and reviews have led to changes in program funding or design.

Equity in funding for training programs and partnerships

Recent reviews, which considered the impact of funding on training beneficiaries, focusing mostly on training-related outcomes (e.g. enrollment, completion), have stimulated dialogue among some WfD stakeholders. Formal reviews of the impact of WfD funding on the beneficiaries of IVET training programs include (i) a study on the "Compatibility of the Palestinian Vocational Secondary Education with the Labour Market," conducted in 2009, assessed the employment status of vocational education graduates from public institutions, and (ii) a national survey by the Palestinian Central Bureau of Statistics (PCBS), conducted in 2006, analyzed the labor market and training outcomes of graduates of higher education and vocational education and training. Furthermore, there have been several formal reviews of the impact of WfD funding on the beneficiaries of training-related ALMPs; for example, the evaluation of the Ex-Detainees Rehabilitation Program considered the impact on enrollment, completion of training, employment, and earning outcomes.

The government facilitates partnerships between training providers and employers through formal arrangements at the local/governorate level through the recently established LET Councils. The benefits that participating employers get from partnerships with training providers include: access to training facilities and personnel; access to potential new hires; influence over the content of training; influence over the testing of trainees (as in the case of apprenticeships); and contribution to the development of standards and curricula.

Policy Goal 5: Assuring Relevant and Reliable Standards (1.5)

The WfD system comprises a wide range of training providers offering courses at various levels in diverse fields. An effective system of standards and accreditation enables students to document what they have learned and employers to identify workers with the relevant skills. For Policy Goal 5, it is therefore important to assess the status of policies and institutions to: (i) set reliable competency standards; (ii) assure the credibility of skills testing and certification; and (iii) develop and enforce accreditation standards for maintaining the quality of training provision.

The Palestinian Territories score at the **latent** level for this Policy Goal. The score is consistent with the country's progress in introducing competency standards for a few occupations and launching a consultative process to develop an NQF. However, curricula are not competency-based to date. Standards are defined on the basis of internal consultations and are reviewed on an ad-hoc basis. Except for higher education, only private providers are required to obtain accreditation; accreditation standards are publicized and enforced to a large extent. Training providers are offered some incentives to seek and retain accreditation, mainly in the form of a license to operate.

Policy dialogue on setting competency standards and establishing an NQF takes place routinely through an institutionalized process and according to a set 4-year implementation plan. During the period 1995–2000 an expert team on TVET started development of competency standards and concluded these for 7 occupations. Currently, competency standards are being developed for 15 occupations in the electricity, electronics, IT, and management fields as part of the BTC project. Yet, these standards have not been reviewed and endorsed nationally to date. A process for NQF development is in place with the involvement of all stakeholders and strong support of the GIZ. The NQF will set out a comprehensive national reference structure for all levels of qualifications. According to the proposed framework, the governance of the NQF

should be organized by establishing a steering committee composed of the Ministers and Deputies of Education and Higher Education and Labor. Potential participants in the consultation process for the development of the NQF include all relevant stakeholders, such as representatives of students, parents, teachers, and employers; curriculum development centers; providers of education and training; NGOs; and representatives of refugees, returnees and ex-detainees.

Involvement of stakeholders in setting competency standards for major occupations has been limited, and training providers do not yet follow competency-based curricula. In addition, competency-based testing is not used for skilled and semi-skilled occupations, with the exception of an attempt on a small scale for the auto-mechanics apprenticeship-training program supported by GIZ several years ago.

Under a regional GIZ project, an Arab Occupational Classification (AOC) was developed and approved by all Arab countries including the Palestinian Territories. Adaption of this classification is being done and will result in a Palestinian Occupational Classification (POC). All competency standards currently being developed under the BTC project will be in line with the POC.

Accreditation oversight, standards, and enforcement

Accreditation of training providers is linked to the respective ministry: The MOL accredits VTCs; the MOE accredits vocational schools; and the Accreditation and Quality Assurance Commission (AQAC) linked to the MOHE accredits colleges and universities. While programs are not accredited through the MOL, the MOE accredits programs through the Curriculum Center and the MOHE through AQAC.

The Higher Education Law differentiates between licensing, general accreditation, and private accreditation. The law states that a person or a board may launch or establish a public or private higher institution or commence a syllabus after obtaining the necessary license from the ministry, which is based upon the decision of the minister. General accreditation is the acknowledgment that a licensed body corporate is eligible to be a higher education institution, while private accreditation is the acknowledgment that a program may be taught at higher education institutions.

Large variations exist among the systems used for licensing and accreditation for vocational education, technical education, and vocational training. At MOE, there is a specialized department in general education that provides licensing to all non-state schools, both academic and vocational ones. The department provides licensing to VSSs only after getting the technical approval of the VE department regarding the technical standards. A third unit (Curriculum Center) is the body responsible for approving the curriculum to be used. Accreditation standards for training providers are established through internal consultations only, and are periodically reviewed on ad-hoc basis only.

At the MOL, all licensing and accreditation is under the responsibility of the Vocational Training Directorate. As with the MOE, accreditation standards for training providers are established through internal consultations only, and are not periodically reviewed. At the level of post-secondary TVET, AQAC – a specialized independent agency – is responsible for accreditation. No formal structured reviews of accreditation standards have been conducted since AQAC was established in 2002, but a review of the standards is currently taking place. At this level, accredited providers do not have to renew their license or general accreditation. If they want to adjust or change their programs, they must renew their program accreditation, which entails institutional accreditation.

Going forward, and in an effort to harmonize accreditation requirements, the TVET strategy calls for the establishment of TVET National Accreditation and Quality Assurance within AQAC:
"*The AQAC shall approve and maintain the quality criteria, develop the quality standards, accredit TVET institutions and programs, monitor and evaluate TVET institutions and programs to ensure adherence to quality standards. This will mentor the TVET institutions in spreading the quality culture and should provide them with guidance and advisory services in quality and quality management issues.*"[13]

In the case of both MOL and MOE, only private providers are required to obtain accreditation. At MOE, providers are required to renew their accreditation

[13] 2010 TVET Strategy, p. 40.

status every 5 years, and earlier if there is evidence that they have breached their licensing agreement. Accreditation standards are publicized and enforced to some extent. At MOL, providers are required to renew their accreditation status every year. Accreditation standards resemble more an application template than standards. Institutions must provide data on various aspects of their operations.

All training providers under MOHE, regardless of funding, are required to obtain accreditation, but are not required to renew their accreditation status on a regular basis. Similar to MOL, providers do not have to renew their license or general accreditation. If they want to make any changes in their programs, then they have to renew their program accreditation, which entails institutional accreditation. Accreditation standards are publicized and enforced to a large extent.

Training providers under MOE, MOHE, and MOL are provided with incentives to seek and retain accreditation by linking accreditation to obtaining a license to operate. Training providers receive support to seek and retain accreditation, mainly in the form of technical assistance to meet accreditation standards. However, such technical assistance is mainly provided to universities, not colleges.

Policy Goal 6: Diversifying Pathways for Skills Acquisition (2.2)

In dynamic economic environments, workers need to acquire new skills and competencies as well as keep their skills up-to-date throughout their working lives. They are best served by a system of initial and continuing education and training that promotes lifelong learning by offering clear and flexible pathways for transfers across courses, progression to higher levels of training and access to programs in other fields. For those already in the workforce, schemes for recognition of prior learning are essential to allow individuals to efficiently upgrade their skills and learn new ones. Policy Goal 6 therefore evaluates the extent to which policies and institutions are in place to: (i) enable progression through multiple learning pathways, including for students in TVET streams; (ii) facilitate the recognition of prior learning; and (iii) provide targeted support services, particularly among the disadvantaged.

The Palestinian Territories score at the **emerging** level for Policy Goal 6. While, in principle, pathways and recognition of prior learning exist, there are limitations. For example, TVET students can pursue formal skills acquisition beyond the secondary level, but options are limited to vocationally-oriented programs. Most certificates for TVET programs will be recognized in the proposed NQF; however, qualifications certified by non-education ministries are currently not recognized for admission into formal programs under the MOE/MOHE. Recognition of prior learning receives limited attention by policy makers and the general public. The government provides practically no support for further occupational and career development, but supports training programs targeted to disadvantaged populations on a systematic basis, which are routinely reviewed for impact and adjusted in light of the findings.

Students are tracked into separate academic and vocational streams after ten years of basic schooling.[14] Overall, graduates of the vocational stream face limited learning pathways for formal skill acquisition beyond the secondary level. They are mostly confined to technical and vocationally oriented programs at community/technical colleges and university colleges. Following post-secondary technical programs, these graduates can progress to university but again, to selected programs only.

Apprenticeship as a third stream is currently being piloted, with students doing practical work in the labor market. In terms of qualifications, they are treated just like students in the applied vocational stream. In summary, TVET no longer leads to a dead-end; the TVET strategy explicitly stresses the need for further

[14] Within the vocational stream, there are vocational and applied specializations, with only those passing an exam after 11th grade able to continue in the vocational stream. Graduates of the vocational stream sit for the Tawjihi exam and are able to continue higher education studies – in the same field of study – in colleges or universities. In the applied stream, on the other hand, students can pass a comprehensive applied exam, and upon passing they can enter a vocational diploma program at college. One year later, these graduates are able to take the Tawjihi exam, and upon passing can pursue higher education studies like their peers from the vocational track that passed the Tawjihi.

diversification of pathways for skill acquisition.[15]

More universities are accepting formal vocational education graduates. A study showed that 51% of male graduates and 57% of female graduates of VSSs for years 2004–2006 were continuing their higher education. The system is almost fully closed, however, for graduates of the non-formal TVET system including graduates of MOL and UNRWA VTCs. Only 4.5% of MOL VTC graduates for 2004–2006 were continuing their higher education, but without having their prior training accredited.

Public perception of TVET is negative, but under the PDP, the authorities have allocated funding to improve it by launching: "*a comprehensive program of public investment to transform the quality and image of technical and vocational training in Palestine, enabling our youth, as well as adults, to develop skills that will open up new employment opportunities.*" In practice, however, these objectives have not been adequately translated into action, despite attempts to improve the quality and relevance of programs, and to diversify learning pathways for progression to higher levels of education and training.

Articulation of skill certification and recognition of prior learning

Only training institutions operating under MOE and MOHE have the mandate to provide formal qualifications. Qualifications awarded by non-education ministries such as MOL are neither recognized for admission into formal education and training programs under MOE, nor accorded high value in terms of public perception. Employers do value the certification, however. Currently some, but not all, certificates of technical and vocational programs are recognized in the NQF. Yet, with the NQF still in the early stages of development, it is not possible to anticipate whether all certificates will be eventually recognized.

While recognition of prior learning has received limited attention from policy makers and the general public, the TVET strategy stipulates the intention to liberalize access to occupational assessment and qualifications and to recognize prior learning.[16] Furthermore, an adult lifelong learning strategy is under formulation through MOE with support from DVV International. Representatives from all relevant ministries, social partners, universities and leading NGOs have jointly discussed the focal points and interventions, and have come up with an action plan for implementation. There are practically no publicly-funded further occupational and career development services. As a first step in this direction, the adult lifelong learning strategy calls for the establishment of a National Commission for Adult Education.

Training programs for the disadvantaged

The government supports training programs targeted to disadvantaged populations on a systematic basis (i.e. allocation of annual and multi-year budgets and adequate institutional infrastructure); programs are routinely reviewed for impact and adjusted in light of the findings. Such publicly-funded training programs are available for select disadvantaged populations, including youth from hardship backgrounds, ex-detainees, and refugees. Since all public VET is free, poor youth constitute a large percentage of those studying at these institutions. The ministries / agencies that oversee these programs include UNRWA, MOSA, Ministry of Ex-Detainees, and others.

[15] *"The TVET system will promote vertical and horizontal articulation, mobility and progression between different TVET vocations/occupations and different qualification levels, and also between TVET and general and higher education. TVET should always create the possibility of career progression and continuation of learning." And: "Students that wish to obtain further education after obtaining certification as semi-skilled workers (the present VET centers), may directly continue their education to obtain a degree as technicians (the present Community Colleges). Persons holding a degree as technicians will also have the possibility to continue to University, without taking the Tawjihi."* (Excerpt from TVET Strategy)

[16] "*Occupational assessment and certification will be accessible to all candidates who feel competent that they meet the requirements of the respective occupational standard, irrespective of how and where they were trained or learned. Access to occupational qualifications will no longer be dependent on attending a formal TVET programme. Graduates from any formal and non-formal TVET programme will, in the future, have access to occupational assessment and certification, as well as those who have learned informally (i.e. on the job, through traditional apprenticeship or through self-learning). Hence, occupational assessment will be the major tool to integrate different TVET delivery modes and recognize prior learning, significantly increasing access to the TVET system and its qualifications for a greater section of the society.*" (Excerpt from TVET Strategy)

6. Managing Service Delivery

Training providers, both non-state and government, are the main channels through which the country's policies are translated into results on the ground. This chapter therefore provides an overview of the functions of the line ministries or agencies responsible for overseeing non-state providers and managing public institutions. The Policy Goals for this Dimension in the SABER-WfD framework focus on the following three aspects of service delivery: (i) enabling diversity and excellence in training provision; (ii) fostering relevance in public training programs; and (iii) enhancing evidence-based accountability for results. This chapter begins with a brief overview of the delivery of training services and then presents the ratings for these three Policy Goals and detailed SABER-WfD results. A discussion of the policy implications of these findings is presented in Section 3.

Overview of the Delivery of Training Services

Vocationally-oriented training in the Palestinian Territories is offered through IVET, CVET and training related ALMPs. The Vocational Secondary Schools (VSSs) under MOE enrolled 6.6% of the Palestinian Territories' 149,325 secondary students in 2011, up from 4% in 1999. Students in these schools can enroll in five vocational areas, with the large majority in commercial courses (Figure 19). Overall female participation has declined, from 33.5% in 2008 to 25.2% in 2011, and is concentrated in commercial courses.

Under MOL, there are 54 VTCs (Table 1), from where 1,002 students graduated in 2011, 43% of whom were female (Figure 20). Under MOHE, IVET is offered through 15 university colleges and 11 community colleges. In the 2010/2011 academic year, 12,584 students were enrolled at the community colleges, and 14,995 students at the university colleges. In 2009/2010, 5,715 graduates of these colleges (49% male, 51% female) obtained an IVET diploma degree.

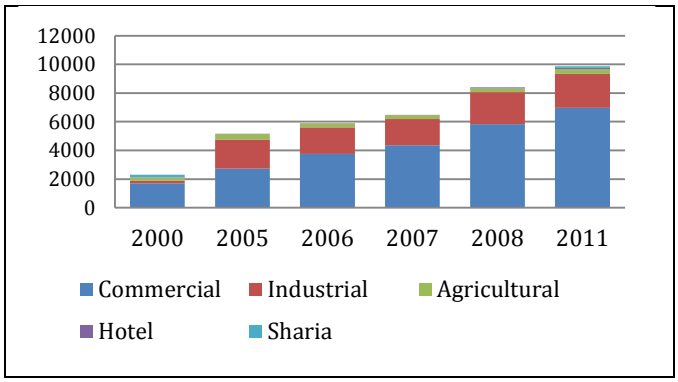
While no ministry or agency is responsible for CVET, an estimated 25,000 people (2.5% of the workforce) participate in continuing training annually. The main providers of CVET are the universities, through their departments or centers for continuing education. CVET is also offered by some for-profit organizations and cultural centers, and can take place through firm-based training as well. According to the World Bank/IFC Enterprise Survey (2006), an estimated 27% of firms in the Palestinian Territories offer formal training to their employees, a figure comparable to the regional average (26.7%) but substantially lower than the world average (35.3%).

Lastly, there are several ALMPs, managed by different actors including MOSA, the Ministry of ex-detainees and UNRWA, which offer a number of specializations.

Table 1: TVET Institutions according to Type and Level

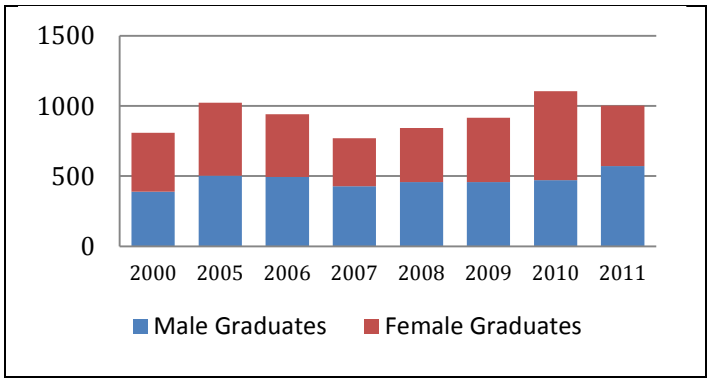
	State	Non-State		Total
		For Profit	Non-profit	
VSS (MoE)	14	0	4	18
VTC (MoL)	8	33	13	54
Community Colleges [a] (MoHE)	2	8	1	11
University Colleges [a] (MoHE)	9	4	2	15
(a) Data in the non-profit column refer to UNRWA institutions				

Figure 19: Number of students in vocational schools (VSSs) under MoE



Source: Palestinian Ministry of Education, 2012

Figure 20: Number of graduates from vocational training centers (VTCs) under MoL



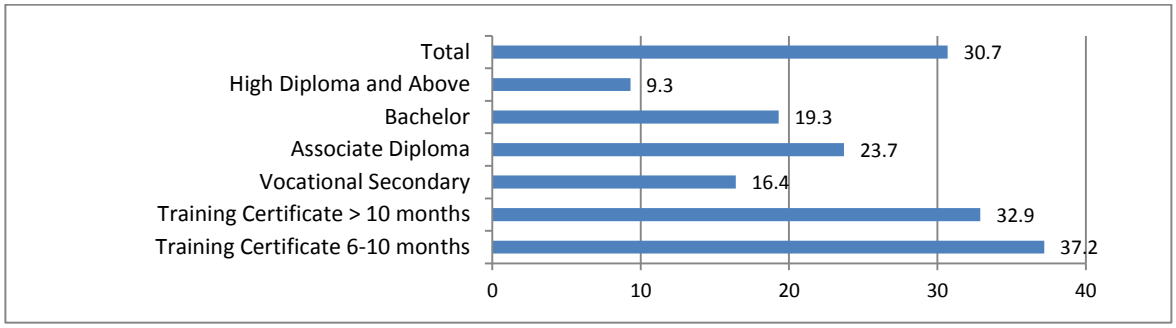
Source: MOL Statistics, 2012

Labor market outcomes

Tracer studies suggest that the labor market outcomes vary by training provider and area of specialization. According to a 2009 study,[17] only 27% of MOE's VSS graduates from 2004 to 2006 were employed (excluding students in the commercial stream as they were not followed in the tracer study), with only 45% working in fields related to their training. By comparison, in the same period, 33% of the graduates of VCTs under MOL were employed.

According to UNRWA's data, graduates of its Kalandia VTC achieve impressive rates of employment: 94% (2005), 74% (2008) and 79% (2009), which likely reflects the program's focus on practical training and the quality of teachers and trainers. A 2006 survey by the Palestinian Central Bureau of Statistics suggests significant differences in unemployment according to level of education and type of training (see figure 21). Unemployment tends to be higher among those who receive the lowest levels of training.

Figure 21: Unemployment rate (%) among graduates of higher education and TVET (2006)



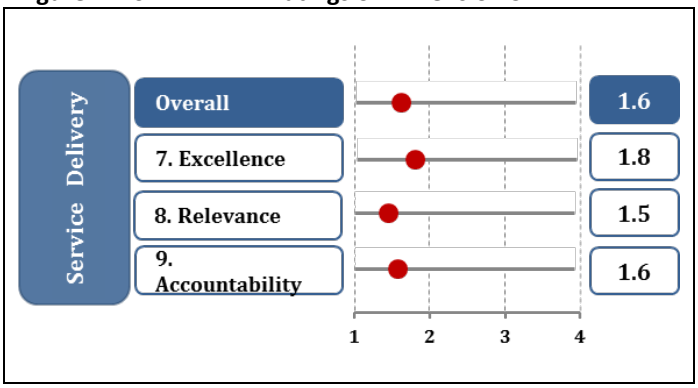
Source: PCBS, 2006

[17] Al Zaroo, S., The compatibility of the Palestinian Vocational Secondary Education with the labour market, An Najah University Journal, 2009.

SABER-WfD Ratings on Service Delivery

Based on data collected by the SABER-WfD questionnaire, the Palestinian Territories receive an overall rating of 1.6 **(Latent**) for the Service Delivery Dimension (see figure 22). This score is the average of the ratings for the underlying Policy Goals: (i) enabling diversity and excellence in training provision (1.8); (ii) fostering relevance in public training programs (1.5); and (iii) enhancing evidence-based accountability for results (1.6). The explanation for these ratings and their implications follow below.

Figure 22: SABER-WfD Ratings of Dimension 3



Note: see figure 2 for an explanation of the scale on the horizontal axis.
Source: based on analysis of the data collected using the SABER-WfD questionnaire

Policy Goal 7: Enabling Diversity and Excellence in Training Provision (1.8)

Because the demand for skills is impossible to predict with precision, having a diversity of providers is a feature of strong WfD systems. Among non-state providers, the challenge is to temper the profit motive or other program agendas with appropriate regulation to assure quality and relevance. Among state providers, a key concern is their responsiveness to the demand for skills from employers and students. Striking the right balance between institutional autonomy and accountability is one approach to address this concern. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) encourage and regulate non-state provision of training and (ii) foster excellence in public training provision by combining incentives and autonomy in the management of public institutions.

The Palestinian Territories score at the **emerging** level for Policy Goal 7. A diversity of non-state providers is active in the training market despite the paucity of government incentives for non-state provision. While most of these providers are registered and licensed, few measures are in place for quality assurance and the government is not actively reviewing and formulating policies on non-state provision of training. With regard to public training provision, the government grants limited autonomy to the institutions and does not require them to meet explicit performance targets. Furthermore, the government uses *ad-hoc* processes to decide on program introduction and closure, typically on the basis of implementation feasibility (e.g. funding, capacity).

Encouraging and regulating non-state provision

A diverse mix of non-state providers offers IVET, CVET and training related ALMPs (see table 1). Most of these providers are registered and licensed. The law in the Palestinian Territories requires all charitable associations and Civil Society Organizations (CSOs) to be registered with the Ministry of Interior (MOI). CSOs have to submit annual narrative and financial reports to MOI to maintain their registration. Licensing is done by the relevant ministry, MOE for VSSs, MOL for VTCs, and MOHE for technical and community colleges.

Apart from registration and licensing requirements, the government does not have a systemic approach to quality assurance for non-state training provision. Quality issues in tertiary level VET have received some attention through a series of studies conducted by AQAC during the period 2002–2011. The studies under review, however, included program offerings in the areas of health and administrative sciences (61 programs in 7 specializations), social and human sciences (115 programs in 20 specializations), engineering (115 programs in 20 specializations), education, social and human sciences (122 programs), and applied and administrative sciences (164 programs) at the BA/BSc and MA/MSc levels but not diploma-level courses at community colleges.

Registered providers are authorized to issue government-recognized certificates and diplomas. While they receive no direct subsidy from the government, they are eligible to compete for training grants, which typically are provided through donor

funded projects endorsed by the government. The competition for such grants is open to all providers, state and non-state, following a process supervised and directed by the government.

In the absence of a proactive government policy fostering non-state training provision, providers are playing a significant role in developing VET. In 2003, some of these providers established a TVET League. Members of the League played an important role in developing and implementing the Palestinian TVET strategy by offering models of effective training provision for possible mainstreaming. League members must satisfy certain requirements in terms of the training programs they offer: courses in at least three areas of specialization; 9th grade completion as a minimum entry requirement; course duration of 12–26 months; and graduates qualified at the level of skilled-worker or higher.

Fostering excellence in public training provision

In general, public training institutions operate with limited autonomy. They are allowed to generate but not retain revenues, which are all forwarded to the MOF. One exception is the community colleges, which are allowed to retain the student fees they collect for development purposes.[18] The management of public training institutions generally has authority over the selection and admission of trainees, and the purchase of training materials and other inputs up to around 1,000NIS (approximately USD280). They have no authority to introduce or close programs, determine staff remuneration, or decide on the hiring and dismissal of staff.

Public training institutions are not governed by a board to which management is accountable. While most institutions have arrangements in place to handle complaints, the system allows complaints to reach the relevant ministry only through the training institutions' managers. In general, performance targets are not specified. Training institutions are thus not expected to achieve specific targets in terms of such indicators as enrollment, pass and repetition rates, job placement, and employer or trainee satisfaction.

The lack of institutional autonomy and weak incentives for performance imply that public institutions are generally slow to respond to changes in the demand for skills. This is reinforced by the fact that at the level of the ministries, the process for approving new programs is *ad hoc*. Capacity for training provision (e.g., staff, equipment, facilities, etc.) is the main factor that influences or informs decisions on the introduction of major programs. While rudimentary labor market analysis is usually conducted, it receives less attention than the process of reviewing and approving new curricula. The relevant ministries conduct no system-wide assessments to identify publicly-funded programs for closure, which are typically identified at the level of individual institutions, based mainly on enrollment trends and to a lesser degree on labor market analysis. For tertiary level courses under MOHE, the process for introducing courses is more systematic and involves getting authorization from the ministry to receive accreditation from AQAC, which can take from 6 to 10 months.

Policy Goal 8: Fostering Relevance in Public Training Provision (1.5)

Public training institutions need reliable information on current and emerging skills demands in order to keep their program offerings relevant to market conditions. It is therefore desirable for public training institutions to establish and maintain relationships with employers, industry associations, and research institutions. Such partners are a source of information about skills competencies as well as expertise and advice on curriculum design and technical specifications for training facilities and equipment. They also provide opportunities for workplace training for students and continuing professional development for instructors and administrators. Policy Goal 8 considers the extent to which arrangements are in place for public training providers to: (i) benefit from industry and expert input in the design of programs and (ii) recruit administrators and instructors with relevant qualifications and support their professional development.

The SABER-WfD benchmarking exercise indicates that the Palestinian Territories are at the **latent** level for Policy Goal 8. Informal links exist between training institutions and industry, but the latter has a limited role in the design of curricula and specification of

[18] 10-20 Jordanian Dinars (14 USD)/Credit Hour per Student

training facility standards. Links between public training providers and research institutions are rare. The trainers and heads of public training institutions are recruited on the basis of minimum academic qualifications and teaching experience, and they have limited opportunities for in-service training.

Integrating expert input into the design of public training programs

Industry internships are the most common area of linkages between public training institutions and industry. Institutions delivering regular secondary vocational education under the MOE require internships for a limited period of two months. Pilot applied vocational education and apprenticeship programs require longer term internships and have demonstrated promising results. There are indications that these types of arrangements will be scaled up in the future. Links between industry and public providers also exist in cases where Chambers of Commerce and Trade Unions train workers using public facilities and instructors. For training providers under the MOL, strong links exist between most VTCs and industry; however, these links are *ad hoc* and largely dependent on personal connections. All students spend the last month of their training in firms, a period that may be increased to two months as soon as the coming year. *Ad-hoc* links also exist between industry and colleges under MOHE, as students are required to participate in seven week internships in two phases over two years.

Another area of collaboration between industry and public training institutions is over curricula, albeit on a limited basis. While curricula currently used in vocational secondary schools have very little industry input, the BTC project is piloting more substantial industry involvement. The BTC project uses a formal process to engage industry in curricula development; however, at this point, it is limited to the electrical profession and there is no guarantee that the curricula will be used in all relevant vocational schools. In VTCs under the MOL, there is no systematic process for engaging industry in curricula development. The absence of unified curricula means that individual providers with strong, *ad-hoc* industry relationships have the potential to continuously adapt curricula based on industry feedback.

Recruiting and supporting administrators and instructors to enhance the market relevance of public training programs

For training institutions under MOE and MOHE, there are explicit recruitment standards for both heads and instructors of training institutions that include minimum academic qualifications and teaching experience. For institutions under MOE, heads must also possess management education and/or experience and instructors must have industry or work experience. There are no explicit standards for the recruitment of the heads or instructors of training institutions under the MOL.

Opportunities for professional development are sporadic for both the heads and instructors of public training institutions. This professional development largely consists of opportunities to participate in in-service training once every few years, in the form of seminars, workshops, and conferences. There are efforts currently underway to formalize and strengthen professional development in all public training institutions. In 2010, MOE, MOHE and MOL developed a proposed conceptual framework for human resources development in the TVET system with support from GIZ. The framework is being intensively debated by all stakeholders and is expected to be formally endorsed by the three relevant ministries in the coming year.

Policy Goal 9: Enhancing Accountability for Results (1.6)

Systematic monitoring and evaluation of service delivery are important for both quality assurance and system improvement. Accomplishing this function requires gathering and analyzing data from a variety of sources. The reporting of institution level data enables the relevant authorities to ensure that providers are delivering on expected outcomes. Such data also enable these authorities to identify gaps or challenges in training provision or areas of good practice. Additionally, periodic surveys and evaluations of major programs generate complementary information that can help enhance the relevance and efficiency of the system as a whole. Policy Goal 9 considers these ideas to assess the system's arrangements for collecting and using data to focus attention on training outcomes, efficiency and innovation in service delivery.

The Palestinian Territories score at the **latent** level for Policy Goal 9. All training providers, public and non-state, are required to collect and report basic administrative data. However, there are virtually no skills-related special surveys or impact evaluations, and the collected data are rarely used to enhance program and system performance.

All training providers are required to report specific administrative data (enrollment, staffing, budget, etc.) as well as graduation statistics, usually through monthly reports submitted to the directorate concerned at the relevant ministry. In addition, most public training institutions produce annual reports for their internal use. The MOE and the MOHE consolidate data from training providers into a system-wide integrated management information system (MIS), but each training provider under the MOL maintains its own database.The administrative data reported by training providers are rarely used to enhance institution and system level performance. The main use for the data (enrollment, graduations, and staff data) collected by MOE and MOL is to produce annual statistical reports. MOHE uses the results of a comprehensive exam to provide feedback to individual institutions as well as to analyze system-level trends and issues. While relevant ministries do not publish information on the employment and earnings of the graduates of training programs, all providers now publish data on training capacity on the new TVET website developed with the support of GIZ.

Annex 1: Acronyms

ALMP	Active Labor Market Program
AOC	Arab Occupational Classification
AOS	Arab Occupational Standards
AQAC	Accreditation and Quality Assurance Commission
BTC	Belgian Technical Cooperation
CC	Community College
CSOs	Civil Society Organizations
CVET	Continuing Vocational Education and Training
DCI	Data Collection Instrument
EU	European Union
GDP	Gross Domestic Product
GIZ	German International Cooperation
GPC	General Personnel Council
HRD	Human Resource Development
ICT	Information and Communication Technologies
ILO	International Labour Organization
IVET	Initial Vocational Education and Training
LET	Local Employment and Training
MOE	Ministry of Education
MOF	Ministry of Finance
MOHE	Ministry of Higher Education
MOI	Ministry of Interior
MOL	Ministry of Labor
MOSA	Ministry of Social Affairs
MIS	Management Information System
NGO	Non-Governmental Organization
NQF	National Qualifications Framework
PA	Palestinian Authority
PCBS	Palestinian Central Bureau of Statistics
PDP	Palestinian Development Plan (2011-2013)
PFI	Palestinian Federation of Industries
PGFTU	Palestinian General Federation of Trade Unions
POC	Palestinian Occupational Classification
PT	Palestinian Territories - West Bank and Gaza
QIF	Quality Improvement Fund
SABER	Systems Approach for Better Education Results
SDC	Swiss Development Cooperation
SME	Small and Medium Enterprises
SWG	Sector Working Group
TIMSS	Trends in International Mathematics and Science Study
TVET	Technical and Vocational Education and Training
UNRWA	United Nations Relief and Works Agency

USAID	United States Agency for International Development
VE	Vocational Education
VSS	Vocational Secondary School
VTC	Vocational Training Center
WB	West Bank
WfD	Workforce Development

Annex 2: The SABER-WfD Analytical Framework

		Policy Goal		Policy Action	Topic in DCI 2.5 FINAL	
Dimension 1	Strategic Framework	G1	Setting a Strategic Direction	Provide sustained advocacy for WfD at the top leadership level	G1_T1	Advocacy for WfD to Support Economic Development
					G1_T2	Strategic Focus and Decisions by the WfD Champions
		G2	Fostering a Demand-Led Approach	Establish clarity on the demand for skills and areas of critical constraint	G2_T1	Overall Assessment of Economic Prospects and Skills Implications
					G2_T2	Critical Skills Constraints in Priority Economic Sectors
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	G2_T3	Role of Employers and Industry
					G2_T4	Skills-Upgrading Incentives for Employers
					G2_T5	Monitoring of the Incentive Programs
		G3	Strengthening Critical Coordination	Formalize key WfD roles for coordinated action on strategic priorities	G3_T1	Roles of Government Ministries and Agencies
					G3_T2	Roles of Non-Government WfD Stakeholders
					G3_T3	Coordination for the Implementation of Strategic WfD Measures
Dimension 2	System Oversight	G4	Ensuring Efficiency and Equity in Funding	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	G4_T1	Overview of Funding for WfD
					G4_T2	Recurrent Funding for Initial Vocational Education and Training (IVET)
					G4_T3	Recurrent Funding for Continuing Vocational Education and Training Programs (CVET)
					G4_T4	Recurrent Funding for Training-related Active Labor Market Programs (ALMPs)
				Monitor and enhance equity in funding for training	G4_T5	Equity in Funding for Training Programs
				Facilitate sustained partnerships between training institutions and employers	G4_T6	Partnerships between Training Providers and Employers
		G5	Assuring Relevant and Reliable Standards	Broaden the scope of competency standards as a basis for developing qualifications frameworks	G5_T1	Competency Standards and National Qualifications Frameworks
					G5_T2	Competency Standards for Major Occupations
				Establish protocols for assuring the credibility of skills testing and certification	G5_T3	Occupational Skills Testing
					G5_T4	Skills Testing and Certification
					G5_T5	Skills Testing for Major Occupations
				Develop and enforce accreditation standards for maintaining the quality of training provision	G5_T6	Government Oversight of Accreditation
					G5_T7	Establishment of Accreditation Standards
					G5_T8	Accreditation Requirements and Enforcement of Accreditation Standards
					G5_T9	Incentives and Support for Accreditation
		G6	Diversifying Pathways for Skills Acquisition	Promote educational progression and permeability through multiple pathways, including for TVET students	G6_T1	Learning Pathways
					G6_T2	Public Perception of Pathways for TVET
				Facilitate life-long learning through articulation of skills certification and recognition of prior learning	G6_T3	Articulation of Skills Certification
					G6_T4	Recognition of Prior Learning
				Provide support services for skills acquisition by workers, job-seekers and the disadvantaged	G6_T5	Support for Further Occupational and Career Development
					G6_T6	Training-related Provision of Services for the Disadvantaged
Dimension 3	Service Delivery	G7	Enabling Diversity and Excellence in Training Provision	Encourage and regulate non-state provision of training	G7_T1	Scope and Formality of Non-State Training Provision
					G7_T2	Incentives for Non-State Providers
					G7_T3	Quality Assurance of Non-State Training Provision
					G7_T4	Review of Policies towards Non-State Training Provision
				Combine incentives and autonomy in the management of public training institutions	G7_T5	Targets and Incentives for Public Training Institutions
					G7_T6	Autonomy and Accountability of Public Training Institutions
					G7_T7	Introduction and Closure of Public Training Programs
		G8	Fostering Relevance in Public Training Programs	Integrate industry and expert input into the design and delivery of public training programs	G8_T1	Links between Training Institutions and Industry
					G8_T2	Industry Role in the Design of Program Curricula
					G8_T3	Industry Role in the Specification of Facility Standards
					G8_T4	Links between Training and Research Institutions
				Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	G8_T5	Recruitment and In-Service Training of Heads of Public Training Institutions
					G8_T6	Recruitment and In-Service Training of Instructors of Public Training Institutions
		G9	Enhancing Evidence-based Accountability for Results	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	G9_T1	Administrative Data from Training Providers
					G9_T2	Survey and Other Data
					G9_T3	Use of Data to Monitor and Improve Program and System Performance

Annex 3: Rubrics for Scoring the SABER-WfD Data

Functional Dimension 1: Strategic Framework				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G1: Setting a Strategic Direction for WfD	Visible champions for WfD are either **absent** or take **no specific action** to advance strategic WfD priorities.	**Some** visible champions provide ***ad-hoc*** advocacy for WfD and have acted on **few** interventions to advance strategic WfD priorities; **no arrangements** exist to monitor and review implementation progress.	**Government leaders** exercise **sustained** advocacy for WfD with **occasional, *ad-hoc*** participation from **non-government leaders;** their advocacy focuses on **selected** industries or economic sectors and manifests itself through **a range** of specific interventions**;** implementation progress is monitored, albeit through ***ad-hoc*** reviews**.**	**Both government and non-government leaders** exercise **sustained** advocacy for WfD, and rely on **routine, institutionalized** processes to collaborate on **well-integrated** interventions to advance a **strategic, economy-wide** WfD policy agenda; implementation progress is monitored and reviewed through **routine, institutionalized** processes**.**

Functional Dimension 1: Strategic Framework				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G2: Fostering a Demand-Led Approach to WfD	There is **no assessment** of the country's economic prospects and their implications for skills; industry and employers have a **limited or no role** in defining strategic WfD priorities and receive **limited** support from the government for skills upgrading.	**Some *ad-hoc*** assessments exist on the country's economic prospects and their implications for skills; **some** measures are taken to address critical skills constraints (e.g., incentives for skills upgrading by employers); the government makes **limited** efforts to engage employers as strategic partners in WfD.	**Routine** assessments based on **multiple data sources** exist on the country's economic prospects and their implications for skills; a **wide range** of measures with **broad** coverage are taken to address critical skills constraints; the government recognizes employers as strategic partners in WfD, **formalizes** their role, and **provides support** for skills upgrading through incentive schemes that are **reviewed and adjusted**.	A rich array of **routine and robust** assessments by **multiple stakeholders** exists on the country's economic prospects and their implications for skills; the information provides a basis for a **wide range** of measures with **broad** coverage that address critical skills constraints; the government recognizes employers as strategic partners in WfD, **formalizes** their role, and **provides support** for skills upgrading through incentives, including some form of a **levy-grant scheme**, that are **systematically reviewed** for impact and **adjusted** accordingly.

Functional Dimension 1: Strategic Framework				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G3: Strengthening Critical Coordination for Implementation	Industry/employers have a **limited or no role** in defining strategic WfD priorities; the government either provides **no incentives** to encourage skills upgrading by employers or conducts **no reviews** of such incentive programs.	Industry/employers help define WfD priorities on an ***ad-hoc*** basis and make **limited** contributions to address skills implications of major policy/investment decisions; the government provides **some** incentives for skills upgrading for formal and informal sector employers; if a levy-grant scheme exists its coverage is **limited**; incentive programs are **not systematically** reviewed for impact.	Industry/employers help define WfD priorities on a **routine** basis and make **some** contributions in **selected** areas to address the skills implications of major policy/investment decisions; the government provides **a range** of incentives for skills upgrading for all employers; a levy-grant scheme with **broad** coverage of formal sector employers exists; incentive programs are **systematically** reviewed and **adjusted;** an annual report on the levy-grant scheme is published with **a time lag**.	Industry/employers help define WfD priorities on a **routine** basis and make **significant** contributions in **multiple** areas to address the skills implications of major policy/investment decisions; the government provides **a range** of incentives for skills upgrading for all employers; a levy-grant scheme with **comprehensive** coverage of formal sector employers exists; incentive programs to encourage skills upgrading are **systematically** reviewed for **impact on skills and productivity** and are **adjusted** accordingly; an annual report on the levy-grant scheme is published in **a timely fashion**.

Functional Dimension 2: System Oversight				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G4: Ensuring Efficiency and Equity in Funding	The government funds IVET, CVET and ALMPs (but not OJT in SMEs) based on ***ad-hoc*** budgeting processes, but takes **no action** to facilitate formal partnerships between training providers and employers; the impact of funding on the beneficiaries of training programs has **not been recently reviewed**.	The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET and CVET follows **routine** budgeting processes involving **only government officials** with allocations determined largely by the **previous year's budget**; funding for ALMPs is decided by government officials on an ***ad-hoc*** basis and targets **select** population groups through various channels; the government takes **some** action to facilitate **formal** partnerships between individual training providers and employers; recent reviews considered the impact of funding on **only training-related indicators** (e.g. enrollment, completion), which stimulated dialogue among **some** WfD stakeholders.	The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is **routine** and based on **multiple** criteria, including evidence of program effectiveness; recurrent funding for CVET relies on **formal** processes with **input** from key stakeholders and annual reporting **with a lag**; funding for ALMPs is determined through a **systematic** process with **input** from key stakeholders**;** ALMPs target **diverse** population groups through various channels and are reviewed for impact but follow-up is **limited**; the government takes action to facilitate **formal** partnerships between training providers and employers at **multiple** levels (institutional and systemic); recent reviews considered the impact of funding **on both** training-related indicators and labor market outcomes; the reviews stimulated dialogue among WfD stakeholders and **some** recommendations were implemented.	The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is **routine** and based on **comprehensive** criteria, including evidence of program effectiveness, that are **routinely reviewed and adjusted**; recurrent funding for CVET relies on **formal** processes with **input** from key stakeholders and **timely annual reporting**; funding for ALMPs is determined through a **systematic** process with **input** from key stakeholders; ALMPs target **diverse** population groups through various channels and are reviewed for impact and **adjusted** accordingly; the government takes action to facilitate **formal** partnerships between training providers and employers at **all levels** (institutional and systemic); recent reviews considered the impact of funding on a **full range** of training-related indicators and labor market outcomes; the reviews stimulated **broad-based** dialogue among WfD stakeholders and **key** recommendations were implemented.

Functional Dimension 2: System Oversight				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G5: Assuring Relevant and Reliable Standards	Policy dialogue on competency standards and/or the NQF occurs on an ***ad-hoc*** basis with **limited** engagement of key stakeholders; competency standards have **not been defined**; skills testing for major occupations is **mainly theory-based** and certificates awarded are recognized by **public sector employers only** and have **little** impact on employment and earnings; **no system** is in place to establish accreditation standards.	**A few** stakeholders engage in ***ad-hoc*** policy dialogue on competency standards and/or the NQF; competency standards exist for a **few** occupations and are used by **some** training providers in their programs; skills testing is competency-based for a **few** occupations but for the most part is **mainly theory-based**; certificates are recognized by **public and some private sector employers** but have **little impact** on employment and earnings; the accreditation of training providers is supervised by a **dedicated office** in the relevant ministry; private providers are required to be accredited, however accreditation standards are **not consistently publicized or enforced**; providers are offered **some** incentives to seek and retain accreditation.	**Numerous** stakeholders engage in policy dialogue on competency standards and/or the NQF through **institutionalized** processes; competency standards exist for **most** occupations and are used by **some** training providers in their programs; the NQF, if in place, covers **some** occupations and **a range** of skill levels; skills testing for **most** occupations follows standard procedures, is competency-based and assesses **both theoretical knowledge and practical skills**; certificates are recognized by **both public and private sector employers** and **may impact** employment and earnings; the accreditation of training providers is supervised by a **dedicated agency** in the relevant ministry; the agency is responsible for defining accreditation standards with **stakeholder input**; standards are reviewed on an ***ad-hoc*** basis and are publicized or enforced to **some** extent; all providers receiving public funding must be accredited; providers are offered **incentives** and **limited support** to seek and retain accreditation.	**All key** stakeholders engage in policy dialogue on competency standards and/or the NQF through **institutionalized** processes; competency standards exist for **most** occupations and are used by training providers in their programs; the NQF, if in place, covers **most** occupations and a **wide range** of skill levels; skills testing for **most** occupations follows standard procedures, is competency-based and assesses **both theoretical knowledge and practical skills**; **robust protocols**, including **random audits**, ensure the credibility of certification; certificates are **valued by most employers** and **consistently improve** employment prospects and earnings; the accreditation of training providers is supervised by a **dedicated agency** in the relevant ministry; the agency is responsible for defining accreditation standards **in consultation with stakeholders**; standards are reviewed following **established protocols** and are publicized and **routinely** enforced; all training providers are required as well as offered **incentives and support** to seek and retain accreditation.

Functional Dimension 2: System Oversight				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G6: Diversifying Pathways for Skills Acquisition	Students in technical and vocational education have **few or no options** for further formal skills acquisition beyond the secondary level and the government takes **no action** to improve public perception of TVET; certificates for technical and vocational programs are **not recognized** in the NQF; qualifications certified by non-Education ministries are **not recognized** by formal programs under the Ministry of Education; recognition of prior learning receives **limited** attention; the government provides **practically no support** for further occupational and career development, or training programs for disadvantaged populations.	Students in technical and vocational education can only progress to **vocationally-oriented, non-university programs**; the government takes **limited** action to improve public perception of TVET (e.g. diversifying learning pathways); **some** certificates for technical and vocational programs are recognized in the NQF; **few** qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education; policymakers pay **some** attention to the recognition of prior learning and provide the public with **some** information on the subject; the government offers **limited** services for further occupational and career development through **stand-alone local service centers** that are **not integrated** into a system; training programs for disadvantaged populations receive ***ad-hoc*** support.	Students in technical and vocational education can progress to **vocationally-oriented programs, including at the university level**; the government takes **some** action to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality) and reviews the impact of such efforts on an ***ad-hoc*** basis; **most** certificates for technical and vocational programs are recognized in the NQF; a **large number** of qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education, albeit **without the granting of credits**; policymakers give **some** attention to the recognition of prior learning and provide the public with **some** information on the subject; a **formal association** of stakeholders provides **dedicated** attention to adult learning issues; the government offers **limited** services for further occupational and career development, which are available through an **integrated network of centers**; training programs for disadvantaged populations receive **systematic** support and are reviewed for impact on an ***ad-hoc*** basis.	Students in technical and vocational education can progress to **academically or vocationally-oriented programs**, **including at the university level**; the government takes **coherent** action on **multiple fronts** to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality and relevance, with the support of a media campaign) and **routinely** reviews and **adjusts** such efforts to maximize their impact; **most** certificates for technical and vocational programs are recognized in the NQF; a **large number** of qualifications certified by non-Education ministries are recognized and **granted credits** by formal programs under the Ministry of Education; policymakers give **sustained** attention to the recognition of prior learning and provide the public with **comprehensive** information on the subject; a **national organization** of stakeholders provides **dedicated** attention to adult learning issues; the government offers a **comprehensive menu** of services for further occupational and career development, **including online resources**, which are available through an **integrated network of centers**; training programs for disadvantaged populations receive **systematic** support with **multi-year budgets** and are **routinely** reviewed for impact and **adjusted** accordingly.

Functional Dimension 3: Service Delivery				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G7: Enabling Diversity and Excellence in Training Provision	There is **no diversity** of training provision as the system is largely comprised of **public providers** with **limited or no autonomy**; training provision is **not informed** by formal assessment, stakeholder input or performance targets.	There is **some** diversity in training provision; non-state providers operate with **limited** government incentives and **governance** over registration, licensing and quality assurance; public training is provided by institutions with **some** autonomy and informed by **some** assessment of implementation constraints, stakeholder input and basic targets.	There is **diversity** in training provision; non-state training providers, **some** registered and licensed, operate within **a range** of government incentives, **systematic** quality assurance measures and **routine** reviews of government policies toward non-state training providers; public providers, mostly governed by management boards, have **some** autonomy; training provision is informed by **formal analysis** of implementation constraints, stakeholder input and basic targets; lagging providers receive **support** and exemplary institutions are **rewarded**.	There is **broad** diversity in training provision; non-state training providers, **most** registered and licensed, operate with **comprehensive** government incentives, **systematic** quality assurance measures and **routine** review and **adjustment** of government policies toward non-state training providers; public providers, mostly governed by management boards, have **significant** autonomy; decisions about training provision are **time-bound** and informed by **formal assessment** of implementation constraints; stakeholder input and use of a **variety of measures** to incentivize performance include support, rewards and performance-based funding.

Functional Dimension 3: Service Delivery				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G8: Fostering Relevance in Public Training Programs	There are **few or no attempts** to foster relevance in public training programs through encouraging links between training institutions, industry and research institutions or through setting standards for the recruitment and training of heads and instructors in training institutions.	Relevance of public training is enhanced through **informal** links between **some** training institutions, industry and research institutions, including **input** into the design of curricula and facility standards; heads and instructors are recruited on the basis of **minimum academic standards** and have **limited** opportunities for professional development.	Relevance of public training is enhanced through **formal** links between **some** training institutions, industry and research institutions, leading to collaboration in **several** areas including but not limited to the design of curricula and facility standards; heads and instructors are recruited on the basis of **minimum academic and professional standards** and have **regular** access to opportunities for professional development.	Relevance of public training is enhanced through **formal** links between **most** training institutions, industry and research institutions, leading to **significant** collaboration in a **wide range** of areas; heads and instructors are recruited on the basis of **minimum academic and professional standards** and have **regular** access to **diverse** opportunities for professional development, including **industry attachments** for instructors.

Functional Dimension 3: Service Delivery				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G9: Enhancing Evidence-based Accountability for Results	There are **no specific** data collection and reporting requirements, but training providers maintain their **own databases;** the government **does not conduct or sponsor** skills-related surveys or impact evaluations and **rarely** uses data to monitor and improve system performance.	Training providers collect and report **administrative** data and there are **significant** gaps in reporting by non-state providers; **some** public providers issue annual reports and the government **occasionally** sponsors or conducts skills-related surveys; the government **does not consolidate data** in a system-wide database and uses **mostly administrative data** to monitor and improve system performance; the government publishes information on graduate labor market outcomes for **some** training programs.	Training providers collect and report **administrative and other** data (e.g., job placement statistics, earnings of graduates) and there are **some** gaps in reporting by non-state providers; **most** public providers issue internal annual reports and the government **routinely** sponsors skills-related surveys; the government consolidates data in a **system-wide database** and uses **administrative data** and information from **surveys** to monitor and improve system performance; the government publishes information on graduate labor market outcomes for **numerous** training programs.	Training providers collect and report **administrative and other** data (e.g., job placement statistics, earnings of graduates) and there are **few** gaps in reporting by non-state providers; **most** public providers issue **publicly available** annual reports and the government **routinely** sponsors or conducts skills-related surveys and impact evaluations; the government consolidates data in a **system-wide, up to date database** and uses **administrative data**, information from **surveys and impact evaluations** to monitor and improve system performance; the government publishes information on graduate labor market outcomes for **most** training programs **online**.

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Annex 5: SABER-WfD Scores

		Policy Goal			Topic	
Dimension 1	2.0	G1	2.0	Provide sustained advocacy for WfD at the top leadership level	G1_T1	2
					G1_T2	2
		G2	1.4	Establish clarity on the demand for skills and areas of critical constraint	G2_T1	2
					G2_T2	1
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	G2_T3	2
					G2_T4	1
					G2_T5	1
		G3	2.7	Formalize key WfD roles for coordinated action on strategic priorities	G3_T1	2
					G3_T2	2
					G3_T3	2
Dimension 2	1.9	G4	2.1	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	G4_T1	info
					G4_T2	2
					G4_T3	1
					G4_T4	3
				Monitor and enhance equity in funding for training	G4_T5_IVET	2
					G4_T5_CVET	1
					G4_T5_ALMP	3
				Facilitate sustained partnerships between training institutions and employers	G4_T6	3
		G5	1.5	Broaden the scope of competency standards as a basis for developing qualifications frameworks	G5_T1	2
					G5_T2	1
				Establish protocols for assuring the credibility of skills testing and certification	G5_T3	1
					G5_T4	1
					G5_T5	1
				Develop and enforce accreditation standards for maintaining the quality of training provision	G5_T6	info
					G5_T7	2
					G5_T8	2
					G5_T9	2
		G6	2.2	Promote educational progression and permeability through multiple pathways, including for TVET students	G6_T1	3
					G6_T2	2
				Strengthen the system for skills certification and recognition	G6_T3	2
					G6_T4	1
				Enhance support for skills acquisition by workers, job-seekers and the disadvantaged	G6_T5	1
					G6_T6	4
Dimension 3	1.6	G7	1.8	Encourage and regulate non-state provision of training	G7_T1	4
					G7_T2	2
					G7_T3	1
					G7_T4	1
				Combine incentives and autonomy in the management of public training institutions	G7_T5	1
					G7_T6	1.5
					G7_T7	2
		G8	1.5	Integrate industry and expert input into the design and delivery of public training programs	G8_T1	2
					G8_T2	1
					G8_T3	1.25
					G8_T4	1.25
				Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	G8_T5	1.5
					G8_T6	1.75
		G9	1.6	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	G9_T1	2.5
					G9_T2	1
					G9_T3	1.25

Annex 6: Authorship and Acknowledgments

This report is the product of collaboration between Mazen Hashweh and staff at the World Bank comprising Stefanie Brodmann, Middle East and North Africa Region Human Development Sector Department, as well as Jee-Peng Tan and Rita Costa, leader and member, respectively, of the SABER-WfD team based in the Education Department of the Human Development Network. Mazen Hashweh collected the data using the SABER-WfD data collection instrument and prepared initial drafts of the report. The Bank team scored the data, designed the template for the report and made substantive contributions to the final write up. This report has benefited from suggestions and feedback from Ernesto Cuadra and Samira Ahmed Hillis, Middle East and North Africa Region Human Development Sector Department.

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The **Systems Approach for Better Education Results (SABER)** initiative produces comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems. SABER evaluates the quality of education policies against evidence-based global standards, using new diagnostic tools and detailed policy data. The SABER country reports give all parties with a stake in educational results—from administrators, teachers, and parents to policymakers and business people—an accessible, objective snapshot showing how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of Workforce Development

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