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List of Abbreviations

BAU	Al- Balqa' Applied University
CAQA	Centre for Accreditation and Quality Assurance
DOS	Department of Statistics
ERfKE	Education Reform for Knowledge Economy Project
E-TVET	Employment-Technical and Vocational Education and Training
EU	European Union
GDP	Gross Domestic Product
HCHRD	Higher Council for Human Resources Development
HEAC	Higher Education Accreditation Commission
JD	Jordanian Dinar
LMIS	Labour Market Information System
M&E	Monitoring and Evaluation
MTEF	Medium Term Expenditure Framework
MOHESR	Ministry of Higher Education and Scientific Research
MOE	Ministry of Education
MOPIC	Ministry of Planning and International Cooperation
NCHRD	National Centre for Human Resources Development
NES	National Employment Strategy
NET	National Employment and Training Company
NQF	National Qualifications Framework
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
VET	Vocational Educational and Training
VTC	Vocational Training Corporation

Executive Summary

Introduction

Under the patronage of His Majesty, King Abdullah II a visionary framework was presented through the National Agenda in 2006. Ambitious comprehensive reforms were called for in order to design and roll-out reforms targeting a cost efficient and effective training system that improves the prospects for labour-seeking youth, and providing the economy with well qualified human resources at skills and technician level. In the process of rolling out the reforms, however, many challenges have impacted on full realization of the anticipated results, notably the economic downturn (following an international financial global crisis), and the significant influx of migrants, often desperately seizing scarce employment opportunities. In spite of this, a number of results have been achieved since 2008. Among these are the establishment and operationalization of the E-TVET Council and the E-TVET Council Secretariat, the development of the Centre for Accreditation and Quality Assurance (CAQA), the beginning of a significant reform in the VTC, and the implementation of the E-TVET Fund. Operations in the employment-targeted TVET sector were guided by the E-TVET Strategy 2008- 2013. Since the first E-TVET Strategy covered the period 2008 to 2013, the E-TVET Council, through the Executive Sub- Committee recently mandated the Secretariat (to the Council) to initiate and coordinate a wide spectrum of activities in order to prepare a new Draft E-TVET Strategy for the period 2014 – 2020, fully aligned with the National Employment Strategy (NES) 2011 -2020. The recent request by HM King Abdullah II to develop a 10 year economic development plan for Jordan is also a foundation upon which this E-TVET Strategy is based.

The aim of the Strategy development is to make a significant contribution and achieve better alignment and cohesive governance in the E-TVET sector. Ultimately, building on past goals and achievements and current Government priorities, the Strategy will assist in building a cohesive and structured employment oriented (demand led) TVET sector that is well managed.

National E-TVET Strategy 2008 to 2013

This Strategy 2014 – 2020 builds on the achievements of the developments experienced in the implementation of the previous strategy 2008- 2013, but also takes into account the lessons learned. Given a widespread, diverse network of public and private training providers with different institutional set- ups and their specific training philosophies it remains a fundamental task to create a coherent E-TVET system. This will follow an agreed upon and harmonized policy set, sharing underlying principles and philosophies throughout the sector. Its scope will cover all forms of post primary education and training instruction that are directly linked with the acquisition of vocational and technical skills at all levels, from semi- skilled to technician level, in initial and continuous training courses.

The Strategy 2008 – 2013 took many of its directives from the National Agenda which proposed the establishment of an umbrella Higher Council on Human Resource Development, an Employment and TVET (E-TVET) Council, an Employment and Training Fund, an independent Quality Assurance Agency, and the restructuring of the VTC as an autonomous body.

Under the 2008 to 2013 approach, nine areas were identified as being key elements to the Strategy. These areas were:

1. Employment
2. Planning for E-TVET
3. Financing
4. Information Systems
5. Occupational Classification and Standards
6. The Status of TVET
7. Non-Formal TVET
8. Role of the Private and Non-Governmental Sector in E-TVET
9. The Regional and International Dimension

In all these cases, more needs to be done to realise their full potential.

The National E-TVET Strategy 2014 – 2020

In full recognition of the wide spectrum of key players in the delivery of E-TVET services, the selected approach builds on active involvement of stakeholders, sharing of relevant information, transparent and evidence based processes of policy and strategy formulation. A first workshop with broad stakeholder participation from all relevant constituencies, the members of the E-TVET Council, including Government Ministries and Social Partners and other informed entities (such as Development Partners and Agencies) was held in October 2013. Delegates laid out the dimensions of the Strategy, built on previous lessons learned, and formulated the crucial elements guiding the strategy.

Throughout these consultations a common vision guided the wide range of contributions and mind sets towards a unified direction for implementing the strategy: To assist the Jordanian Labour Force, and in particular the youth in securing decent employment at sustainable levels, and enabling them to consistently upgrade their knowledge and skills to keep pace with technological, economic and social change and opportunities in an increasingly globally competitive environment.

With support from the E-TVET Council Secretariat those elements generated in stakeholder consultations (in the 12/ 2013 stakeholder consultations workshop) were later clustered, resulting in five pillars, incorporating the results areas of the first E-TVET Strategy, and building on or advancing the areas requiring further development. These pillars are:

1. Governance
2. Relevance of Education and Training for Employability
3. Increased Inclusiveness of the TVET System
4. Performance Measurement
5. Sustainable and Effective Funding

It is essential to recognise that rigorous analysis in the process of consultations has been engaged to make technically sound and informed recommendations for the decision makers. The outcome being the building a cohesive, efficient and relevant system of E- TVET that is instrumental in empowering people to fully develop their inherent potential and talents from basic operations to the most complex ones, requiring mastery and professionalism. By designing alternative career pathways from basic levels of skills acquisitions to the most advanced levels the system offers

significant opportunities for the youth to further their technical competences for their benefit, and the economy at large. This will be instrumental in making Jordan more competitive.

This Strategy incorporates elements to bring hope to disadvantaged people, one of the finest goals of any educationist, and wants to accelerate the full development and utilisation of the diversity of talents in the society. Jordan has a multiplicity of great talents, and these need to be fully diversified from the recent achievements in pharmaceutical training to a wide spectrum in ICT and other occupational areas and related skills and competences. All of these need to be encouraged and to be developed to mastery, in different pathways of specialisation. It is therefore the time, advocated in this Strategy, to open avenues of qualifications, other than those restricted to academic learning and performance, and give appropriate vocational and technical training an equal (comparable) status to that of academic training. The Pillar on Relevance for Employability will demonstrate a conclusive qualification model that Jordan should (with possible adaptations) embark on. Not only will this raise the image and profile of E- TVET as a powerful choice to academic education and building one's career, but effectively pave the way to lifelong learning, and raise the potential for professional mobility. For the Jordan economy this will result in massive productivity gains, and ultimately improved competitiveness, the pre- requisite to higher income levels.

Various E- TVET sector analyses have demonstrated a critical shortfall in funding, at the aggregate level, with imbalances of sub- sectoral allocations. At least part of the explanation is attributable to the fragmentation in sector management, where no single body has authority to make resource allocation decisions or set priorities on a sectoral basis across the E-TVET sector. Most of the burden of financing E- TVET is upon the National budget, although it is evident that the benefits of a dynamic, targeted E- TVET system will be absorbed by industry. This Strategy is based on the assumption that the present de- linkages of the E-TVET sector must be overcome. Once the benefits are evident for the economy, it will be possible to share the burden of the financing E- TVET in a fair manner. The Pillar on Sustainable Funding will fully address the problematic issues of sustainable and participatory funding and effective sector financial management, and lay out the path for Reform.

To make a National Strategy a meaningful guide for decisions in society, and achieve National consensus and cohesion, consultations and sharing of information need to be complemented by a sound regulatory framework that will have to be regularly reviewed and adapted. In the course of Implementing the Strategy, a detailed Action Plan will be developed (once the Strategy has been approved), and this will also incorporate the tabling (later the adoption) of an enabling legal framework to the highest national decision levels.

Finally, in the pursuit of bringing visible changes to the people, this Strategy is suggesting to embark on a transition process of progressively changing power in the management of the E- TVET system. It is generally recognised that the economy is the driver of the Nation's prosperity; a comprehensive, fully developed E- TVET system is the engine. The Strategy therefore sees an important visionary role for the E-TVET Council to make such a transition happen.

Objectives of the 2014 – 2020 E-TVET Strategy

Through the application of a participative process that engaged key stakeholders in the Jordan E- TVET Sector, a number of objectives have been set. These are:

1. Governance of the E- TVET sector is improved
2. The relevance of education and training for employability is improved
3. Inclusiveness of women, youth and the disabled is improved
4. Performance measurement systems are enhanced
5. Sustainable and effective funding of the E-TVET Sector is secured

As a means to guide the development of the National E-TVET Strategy 2014 – 2020 through the five pillars, a vision statement, a mission statement and strategic goal have been proposed. These are stated below.

Strategic Vision for 2014 – 2020

TVET is the driver of employment, prosperity, and social inclusion embracing a commitment to environmental responsibility and best practice.

Strategic Mission for 2014 – 2020

To develop and implement a demand-driven, career and business-oriented E-TVET system based on effective sector coordination, commitment to unified quality assurance principles, and social partner engagement.

Strategic Goal for 2014 - 2020

To create a unified and effective E-TVET system that enables Jordanians to fulfil their career aspirations and contributes to economic growth and social development.

The way forward

The following is a brief description of each of the five Pillars in terms of the direction and actions associated with each as a support to the National E-TVET Strategy 2014 – 2020.

Pillar 1: Governance

A diversity of entities, public and private, is operating in the TVET sector. However, there is lack of coordination between them in policy setting and strategy development. Additionally, there is very weak representation from the private sector, the social partners, and the civil society as there are few mechanisms for these partners to invest in the TVET sector. Fragmentation of the education and training services provision leads to duplication of work and loss of resources, as well as non-aligned vocational programmes.

The E-TVET Council is designed to be the body directing all TVET providers in Jordan, by setting policies and plans for the development and coordination of programmes, activities and efforts. The Council also supervises the Centre for Accreditation and Quality Assurance (CAQA), which has been established as the national authority for the accreditation and qualification of TVET providers as well as trainees. However, the major influence of the Council and CAQA is directed towards VTC institutes and the private institutes, due to the fact that MoE vocational schools and BAU technical colleges are subject to the laws, regulations and standards applied by their Ministries. Experience teaches that the legal norms (bye- laws) governing the institutions and their operations need to be reviewed and amended to ensure fully efficient operations.

The private sector lacks interest in cooperating with the TVET providers and policy makers, due to perceived gaps between employers and training providers. The private sector is concerned with short-term business interests and productivity, largely driven by their small size and short-term orientation. Therefore, involvement in the design of the training programmes and in the internship / apprenticeship components would require extra “unproductive” efforts and cost on the private sector employer. It is therefore suggested that processes be put in place to ensure systemic involvement of the private sector in all core matters of system design, for example, in the provision of training places (in- company learning for trainees and trainers), support in sector committees to establish occupational profiles and standards for training, active participation in examination setting and engaging at central (macro) and micro levels, and contributing to funding of the sector.

Pillar 1 seeks to make tangible improvements in the Governance of the E- TVET sector happen. Its main focus is to overcome widely lamented fragmentation and bring cohesion to the E- TVET sector. From an institutional perspective, the present E- TVET Council is largely perceived as an affiliation of the Ministry of Labour despite the representation of all other segments of TVET (under the aegis of the VTC- NET, MoE, MoHED/ Al Balqa) in the Council and a comprehensive mandate as per the regulatory framework (notably Law 46/ 2008). This Strategy suggests a fresh approach be taken to revitalise the Council as the accepted apex body for all policy matters dealing with the TVET system that is fully geared to meet the challenges of the labour market at various levels, from skilled to craftsman and technician level. Many good initiatives seeking the direct cooperation between training providers and the economy / employment system have been undertaken, but these need to be synthesized and brought to systemic stability so that these innovations are truly applicable system- wide, also in a regional (area) perspective (reducing the existing gaps between centre-periphery).

Pillar 2: Relevance for Employability

An education and training system which meets the need of the individual, society and the economy is designed to prepare individuals for a range of roles in the world of work; and for lifelong learning. The system must be directly responsive to evidence of demand in the labour market and pathways must be established to enable all learners to progress from one level to the next. In Jordan there is a particular need to develop the technician level of education and training and ensure that there are well established pathways from the highest level of vocational training (craftsman) into technician level; and from technician level into higher education. A National Qualifications Framework is a tool which is commonly used to regulate qualifications; to facilitate the development of progression pathways; and to enhance lifelong learning opportunities.

The purpose of an education and training system is to meet the needs of its stakeholders. Therefore collecting feedback from trainees, employers and graduates and using that feedback to make improvements is an essential mechanism for ensuring relevance. Industries and enterprises which employ TVET graduates need to be involved in the design, development, delivery, assessment and review of programmes that prepare trainees for roles in their workplaces. Programme level advisory committees have an essential role to play in ensuring that training is relevant. The development and review of programmes should be responsive to the sector human resource development plans of the Sector Teams and should be based on Occupational Standards developed by Sector Skills Committees.

Good quality TVET requires facilities which are conducive to learning; sufficient equipment which is well maintained and relevant to the industry for which trainees are being prepared; and attractive,

up-to-date, user friendly materials. Furthermore, high quality TVET training requires qualified teachers/trainers with experience in the industry for which they are preparing trainees and qualifications in adult education. Regular periods of secondment to relevant industries will ensure teachers / trainers maintain the currency of their skills and knowledge of the industries they serve.

Pillar 3: Increase the Inclusiveness of TVET

The percentage of resident, employed Jordanians is low (32.4% in 2013) and decreasing while at the same time there is a substantial number of foreigners working in Jordan (286,197 work permits issued in 2013). This is due to a mismatch between the supply of labour and the demand from industry. There are too many academically qualified Jordanians while the market asks for lower skilled labour and technicians. Once graduated, many Jordanians prefer to wait for a suitable job instead of accepting employment below their level. At the same time, their education does not match the demands of the industry even in the corresponding profession as the skills learned are too academic and not sufficiently practical.

The situation is worse for women where only 10.3% are employed and youth (15-24 years old) for which 16.1% are working. Of the young females 3.6% are employed. For both groups the problems mentioned before are amplified.

Given the problems encountered with able-bodied persons to find employment, it is even more difficult for those with physical or mental handicaps.

For a long time, the government has been a major employer but the limit has been reached and the private sector should take over, including the informal sector.

To enhance the inclusion of vulnerable groups, a number of solutions are proposed in the new E-TVET strategy. Among these are to:

- Develop programmes and initiatives that will:
 - Encourage women to work in non-traditional occupations
 - Prepare gender sensitive curricula and learning conditions
 - Encourage vulnerable individuals to start their own businesses
 - Provide for experience in the informal sector
 - Upgrade the image of TVET from last resort to a path to viable occupations
- Improve the working conditions in the informal sector without over-regulating the sector.
 - Increase the possibilities to work at home thereby reducing transport costs and enabling women to look after their children.
- Improve accessibility to jobs for disabled persons.
- Improve the National Electronic Employment System
 - Advertise professions with good prospects and discourage paths that lead to unemployment
 - Provide career guidance proposing paths that comply with the jobseekers interest and capabilities and offer good prospects
 - Provide information on job content, capabilities and training required and list training providers that run the relevant courses giving details on duration, costs, entry requirements, success rates, etc.
 - Provide training in job seeking and job retaining skills

Pillar 4: Performance Measurement

While there are important reasons to track and measure organisational performance, the perspective taken in the E-TVET system in Jordan is one that focusses on its effectiveness. The system of E-TVET has a number of levels, all of which require performance measurement. In order to regulate the performance of the TVET system as a whole it is necessary to monitor and regulate performance at every level: at the level of programmes; at the level of providers, at the level of TVET institutions (MoE, Al Balqa, VTC etc.) and at the highest levels of system governance and management (Board of Education, E-TVET Council, Higher Education Council, relevant Ministries), funding (Ministry of Finance and E-TVET Fund) and quality assurance (CAQA).

In an established performance management system, different indicators may be used over time to steer it to focus on different aspects of performance. For example for a period of three or four years there may be a focus on updating programmes offered and ensuring relevance to the labour market, with indicators for number of programmes reviewed, added or discontinued; active participation of advisory committees and feedback from employers. Once the programme have been updated and relevance enhanced a new focus area can be identified, such as supporting students to succeed, with indicators for student retention, student satisfaction, counselling and support services and graduate destinations.

The process of determining the effectiveness of this system requires that a number of indicators be developed along with mechanisms to measure them. An analysis of the current processes related to performance measurement suggested that capacity building and data improvement initiatives should be undertaken. There are four specific tasks that are proposed, namely to:

- Train personnel within the E-TVET sector whose role includes collection and presentation of data to use best practice methods for data collection and collation, and user-friendly presentations, and SMART indicators,
- Integrate evidence of responsiveness to the results of demand and supply surveys and sector plans into the performance assessment of the E-TVET Sector,
- Discuss with DoS an updating of educational level classifications with further categories for TVET which does not introduce discontinuity for longitudinal studies, and
- Form an agreement with all providers of education and training to use the National ID number of learners, in order to enhance the quality and consistency of data

At the present time, there are number of organisational structures in place that have as their mandate the measurement of performance. Among these are the E-TVET Council Secretariat and the Centre for Accreditation and Quality Assurance (CAQA). In order to enhance their ability to perform the functions related to performance-based management, specific actions are proposed. These are to:

- Develop performance indicators specific to the strengthened mandate and expected performance of the E-TVET Council/Secretariat, the E-TVET Fund and CAQA along with a system of annual self-assessment from 2014, and
- Provide a clear legal mandate for CAQA to implement the CAQA external quality assurance system for all TVET providers, including private providers, MoE vocational schools, VTC centres, Community Colleges, and the NET Company

The process of assessing / measuring performance includes an important component related to self-assessment. While self-assessment supports organisational learning, builds capacity from within, increases understanding of performance indicators and quality standards, and is improvement oriented, the capacity to conduct self-assessment needs to be enhanced in the E-TVET system. As a result, it is proposed that:

- The Monitoring and Evaluation Committee of the E-TVET Secretariat will provide hands-on developmental support to training providers to build their capacity in internal audit techniques and in the preparation of self-evaluation reports.

The overall performance of the E-TVET System in Jordan through a co-ordinated performance-based management process calls for an integrated Management Information System (MIS). There are a number of components related to an MIS in Jordan, among them being system level monitoring and evaluation, provider and programme level quality assurance, Qualifications Framework registers of qualifications, learner achievements etc. and a Labour Market Information System (LMIS). In order to realise an effective MIS, it is proposed to:

- Strengthen the mandate and resources for the E-TVET Council and Secretariat to develop a plan for coordinating data collection and management ensuring one central database for all E-TVET information.

Overall, there are a variety of reasons for assessing the performance of an E-TVET system, among them to establish accountability, to develop policy and strategy, to improve quality and to establish performance based funding mechanisms. If these are successfully realised, the E-TVET system in Jordan will be in stronger position to fulfil its mandate and to realise the vision for which it was created.

Pillar 5: Sustainable and Effective Funding

The E-TVET sector is a major contributor to economic growth. An effective, efficient, competitive, flexible and responsive E-TVET sector promotes economic growth and social cohesion, while reducing poverty and promoting development of human capital. International organisations, such as the Millennium Challenge Corporation (MCC) have reported a 20% or higher economic rate of return from investment in TVET.

TVET is also an essential input into creating an educated, skilled, and dynamic labour force with high levels of labour force participation. Analysis of the Jordan Labour Market Panel Survey (JLMPS) 2010 shows that those with TVET training, on average, earn an additional JD 47.3 per month relative to those who without such training. Also, women who have had TVET have substantially higher labour force participation than otherwise. Recognizing the real returns from investment in TVET – including economic growth, employment, wages, productivity improvements and an increase in the tax base and government revenue - there is a compelling incentive for the government to engage private industries, international donors, and stakeholders to develop a well-funded plan to increase demand-driven strategic investment in TVET. This should include increasing Jordan's public expenditure on TVET from its current level of 0.3% of GDP, to 1.0% of GDP, which moves towards consistency with international practice which sees levels of 1.5% to 2.0% of GDP allocated to TVET.

The key resource issues impacting on E-TVET are the development of a sustainable funding source and ensuring efficient, effective and high quality financial management. This is at the heart of financial governance of the sector. Following extensive discussions, research and analysis involving key stakeholders, which preceded the development of this Strategy, the overarching and key measure recommended to address the governance and management challenges is to operationalise the existing budget infrastructure to effectively incorporate the new E-TVET strategy into the Medium Term Expenditure and Budget Framework (MTEF). This would ensure alignment of budget resource allocations with strategic priorities, and support effective utilisation of results/performance orientated budgeting principles in sector management, consistent with best practice. This encompasses the E- TVET Council being mandated with the authority to make decisions and priorities about allocation of all resources across the E- TVET sector.

Drawing on international practice, and to develop a sustainable funding source to augment E-TVET funding to levels comparable to international practice, it is proposed to implement an enterprise payroll tax (i.e. paid by the employer) as a sustainable source of financing. The tax can be designed in a number of ways to share costs between employees and employers as beneficiaries of E-TVET and incorporate best practice elements. This would include consultation with employers in design of the tax, and provision of incentives (such as rebates) for training which achieves policy objectives with regard to target groups (such as women and SME's), social partner engagement and economic development.

A number of sector agency-specific financing issues have arisen in the course of consultation on development of this strategy, and through analysis of the finances and budgets of E-TVET sector agencies, and which are relevant to considerations for developing effective future funding arrangements. The more salient issues which the strategy addresses include: adequate resourcing for CAQA and vocational secondary education; sustainable and appropriate financial models and funding sources for the E-TVET fund and for Al Balqa Applied University with regard to its TVET responsibilities; and implementing an appropriate management and regulatory framework which allows the VTC, and other TVET institutions as appropriate, to retain revenue for cost recovery of services/goods provided, develop sustainable revenue generation sources, establish partnerships with the private sector, and achieve appropriate autonomy to respond flexibly to local market needs.

The National E-TVET Strategy 2014 – 2020

The Context

In 2008, the first formal E-TVET Strategy was prepared as a basis for bringing about a reform in the TVET Sector in Jordan. The Vision that was cast for the Sector at that time was:

... to raise the efficiency of the Technical Vocational and Education Training (TVET) sector in accordance with the Government vision to develop Jordan as a knowledge economy to meet the needs of the labour market, to secure the employment of the Jordanian workforce and to contribute to the development of Jordan's human capital in line with lifelong learning principles.

The overall objective of the E-TVET sector reform was to “provide the Jordanian labour market with the required competences to support the growth of the economy and enhance the competitiveness of Jordanian enterprises”. The 2008 – 2013 Strategy took many of its directives from the National Agenda which proposed the establishment of an umbrella Higher Council on Human Resource Development, an Employment and TVET (E-TVET) Council, an Employment and Training Fund, an independent Quality Assurance Agency, and the restructuring of the VTC as an autonomous body.

The 2008 E-TVET Strategy took a results-oriented approach. This would imply that (at the end of the Strategy, in 2013) one would observe that:

1. Employment Services are Improved
2. Effective E-TVET Sector Governance and Planning are Enhanced
3. Effective and Performance Based Funding of Initial and Continuing Training is Established
4. Quality of TVET Delivery System is Enhanced
5. Role of the Private Sector in the Planning, Implementation and Other Aspects of E-TVET is Enhanced
6. Status of Jordan E-TVET is Adapted to Regional and International Challenges

As already emphasised in the Executive Summary, in all these cases more needs to be done to realise their full potential.

Over the past two or so years, the landscape for the E-TVET Sector has changed. The recent influx of refugees has added to the competition for jobs, and the recent downturn in the economy has decreased the capacity of stakeholders to fund the E-TVET Reform. On the positive side, the Government of Jordan has launched the National Employment Strategy (NES) 2011 – 2020 which recognizes the role of the E-TVET Sector as an engine for economic development.

The Approach of the 2014 – 2020 E-TVET Strategy

Since the first E-TVET Strategy covered the period 2008 to 2013, the E-TVET Council, through the Executive Sub-Committee recently mandated the E-TVET Council Secretariat to initiate and coordinate a wide spectrum of activities in order to prepare a Draft E-TVET Strategy for the period 2014 – 2020, fully aligned with the National Employment Strategy (NES). The aim of the strategy development is to make a significant contribution towards building better alignment and cohesive governance in the E-TVET sector. Ultimately, building on past goals and achievements, the Strategy

will assist in building a cohesive, articulated and structured employment oriented (demand led) TVET sector that is well managed.

In full recognition of the wide spectrum of Key Players in the delivery of E-TVET services, the selected approach builds on active involvement of stakeholders, sharing of relevant information, transparent and evidence based processes of policy and strategy formulation. A first workshop with broad stakeholder participation from all relevant constituencies, the members of the E-TVET Council, including Government Ministries and Social Partners and other informed entities (such as Development Partners and Agencies) was held in October 2013. Delegates laid out the spectrum of the Strategy, built on previous lessons learned, and formulated the crucial elements guiding the strategy. A follow-up workshop was conducted in December 2013 to share discuss the elements of the Strategy.

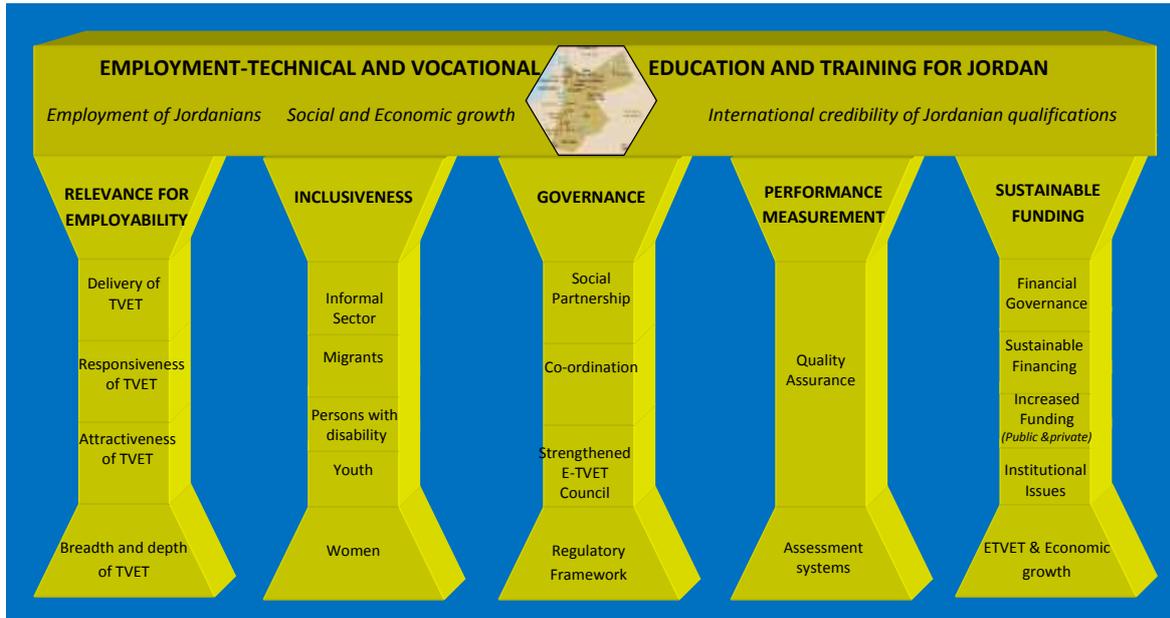
The Five Pillars of the new E-TVET Strategy

It is noted that the results anticipated in the new (2014 – 2020) E-TVET Strategy bears a marked resemblance to those in the original strategy. This implies that similar areas of concentration are still required to meet the vision for the E-TVET Reform that was formulated previously. The new Strategy takes into account the lessons learned from the implementation of the 2008 Strategy as well as the current realities facing the E-TVET Sector. The new Strategy is built upon five key pillars. These pillars are:

1. Governance
2. Relevance for employability
3. Inclusiveness
4. Performance measurement
5. Sustainable Funding

The diagram below illustrates these five pillars and their support to the E-TVET Sector.

The National E-TVET Strategy and its Five Pillars



The following sections provide an overview of each of the five pillars and the way in which each one supports the 2014 – 2020 National E-TVET Strategy.

Pillar 1: Governance

Overview of the Pillar

A diversity of entities, public and private, is operating in the TVET sector. However, there is lack of coordination between them in policy setting and strategy development. Additionally, there is very weak representation from the private sector, the social partners, and the civil society as there are few mechanisms for these partners to invest in the TVET sector. Fragmentation of the education and training services provision leads to duplication of work and loss of resources, as well as non-aligned vocational programmes.

The E-TVET Council is designed to be the body directing all TVET providers in Jordan, by setting policies and plans for the development and coordination of programmes, activities and efforts. The Council also supervises the Centre for Accreditation and Quality Assurance (CAQA), which has been established as the national authority for the accreditation and qualification of TVET providers as well as trainees. However, the major influence of the Council and CAQA is directed towards VTC institutes and the private institutes, due to the fact that MoE vocational schools and BAU technical colleges are subject to the laws, regulations and standards applied by their Ministries. Experience teaches that the legal norms (bye- laws) governing the institutions and their operations need to be reviewed and amended to ensure fully efficient operations.

The private sector lacks interest in cooperating with the TVET providers and policy makers, due to perceived gaps between employers and training providers. The private sector is concerned with short-term business interests and productivity, largely driven by their small size and short-term orientation. Therefore, involvement in the design of the training programmes and in the internship / apprenticeship components would require extra “unproductive” efforts and cost on the private sector employer. It is therefore suggested that processes be put in place to ensure systemic involvement of the private sector in all core matters of system design, for example, in the provision of training places (in- company learning for trainees and trainers), support in sector committees to establish occupational profiles and standards for training, active participation in examination setting and partaking at central (macro) and micro level, and contributing to funding of the sector.

Achievements under the 2008 to 2013 ETVET Strategy

During the previous E- TVET Strategy period (2008- -2013) significant progress has been made by putting in place essential institutions, mandates and processes to achieve the strategic objectives. Most notably, at the governance level is the structuring and functioning of the E-TVET Council, the E-TVET Council Secretariat and the E-TVET Fund. In addition, the VTC has launched a major initiative in relation to restructuring, while the restructuring of the BAU Community Colleges is under way. In the Ministry of Education, work has been accomplished to reduce the number of vocational specializations from 32 to 19. An additional achievement is that the Centre for Accreditation and Quality Assurance (CAQA) has been established.

Achievements yet to be realised from the 2008 to 2013 Period

With the creation of the E- TVET Council, its Secretariat and the Executive Sub- Committee a platform for active participation and co-ordination of E- TVET stakeholders at National level has been

created. Given the country's policies (as laid-out in the NES) to fully outreach towards the emerging knowledge economy and accelerated technological changes, it is essential that all TVET policies, ranging from semi-skilled, skilled and technician level are effectively reviewed and harmonised by the E-TVET Council, in good collaboration with the Higher Education bodies.

Presently, there is widespread agreement in the concluding diagnosis that the prevailing E-TVET provision is largely fragmented¹. The ongoing scheme of delivering TVET services refers to three different Ministries, each with a supervising body, unlinked. The fourth (smaller) area of providing TVET services is of private nature. Their quality is progressively supervised by the newly created Centre of Accreditation and Quality Assurance (CAQA).

Furthermore, training schemes (duration and location of TVET), curricula for learners, assessments and examinations & certifications, teacher training (pre- and in-service) all follow different standards, and lead in total to significant loss of public resources.

The gaps between opportunities in the economy and the labour force, which too often possess outdated knowledge and skills that render them unemployed/ -able have to be reduced by a responsive coordination mechanism where employment needs and training designs will be bridged. That platform for inducing reform is the E-TVET Council with a strengthened mandate and executive body, the Technical Secretariat.

While it is noted that the Social Partners have been increasingly recognised as a structural element in the design of a functioning E-TVET system, their role has remained limited. This Strategy embarks on redefining the E-TVET sector as a tool in economic development in response to regional and global trends. Meeting the requirements of the knowledge based economy and taking into consideration the need to keep pace with economic opportunities/ technological changes, all forms of continuous and advanced learning need to be strengthened.

Looking Ahead to 2014 to 2020

The following are the key focal points for the new strategy.

1. Create synergies, achieve alignment and harmonization of E-TVET services across the sector: Strengthen the E-TVET Council and the Secretariat for coherent E-TVET policies

Following the recommendation of the National Agenda (2006-2015) and the creation of the E-TVET Council, its Secretariat and the Executive Sub-Committee a platform for active participation and coordination of E-TVET stakeholders at National level has been created. This Strategy calls for the full implementation of those proposed institutions that shall pave the way for the aspired restructuring of the vocational training sector, increasing its efficiency and effectiveness (quality of outputs) and effective linkages with the dynamically changing labour market. First and foremost it is now the time to fully align all TVET related activities in ONE sector under one coordination mechanism. The institutional platform for such a mechanism has been laid by the National Agenda, and it is now the time to act and complete the vision of the national Agenda by fully establishing and empowering the E-TVET Council, and the related Secretariat. The Council should be fully mandated with the policy setting of the full range of E-TVET policies, embracing semi-skilled to technician levels applicable for all training providers, in public and private domain. Policies should cover the whole spectrum of E-

¹ For the statement on fragmentation see NES, page 40.

TVET: syllabi and learning materials, breadth and depth of occupations and related training plans, teachers / trainers and managers qualifications (including vocational pedagogy), organisation of assessments and examinations (with participation of Social Partners), organisation of training (theoretical/ practical weighting) and reflection in assessments, guidelines for apprenticeships and internships, principles of quality assurance in training organisations (providers) and across the system, guidelines for monitoring of performance at all levels, certification principles (and norms) for teachers / trainers and learners and certification awards. The Council should be also empowered to setting guidelines and effective recommendations for the allocation of public and private funding of the E- TVET system, in close collaboration with the MoF (GBD) and the E- TVET Fund.

2. Fully integrate Social Partnership progressively across the whole sector and, progressively, empower private sector contributions as the driver of change

This Strategy is firmly based on the findings and recommendations of the National Employment Strategy (NES), driven by the need to fully reflect the dynamics and trends in the employment system. Widespread analysis, also international experience provide evidence that TVET systems, largely managed by the Government institutions tend to be supply driven and inward looking, and suffering from remaining in a status of inertia. Yet, the essence and functionality of E-TVET is about transforming labour market needs and opportunities swiftly into dynamic learning opportunities and programmes. These will facilitate acquisition of skills and knowledge for the purpose of making a contribution to the economy (demand) and the individual to be employed (supply). A well designed E-TVET system is the catalyst of the economy for sustained growth, and will provide the individual with learning (initial and continuous, formal/informal) opportunities, building on the strengths of the individual and her/his integration into active participation in society rather than his/her exclusion.

This Strategy therefore embarks on redefining the E-TVET sector as a tool in economic development in response to regional and global trends. As laid out in the NES, a strategic shift towards meeting the requirements of the knowledge-based economy needs to be made. Also full recognition of fundamental trends towards continuous and advanced, unlimited (lifelong) learning needs is required in order to maintain pace with economic opportunities and changing technologies. The gaps between those opportunities and the labour force who, too often, have (outdated) knowledge and skills that are not in demand and render them unemployed, need to be closed by a better fit in the qualification (training) system.

Such calls for far reaching reforms requiring a shift from input oriented design to outcomes based learning and related assessments. From the recognition of non-formally acquired knowledge and skills, the provision of phased learning programmes (recognized modules) that also facilitate better participation of women and economically and socially disadvantaged individuals. It also impacts on recognition of competences (in skills and knowledge) in structured qualification frameworks, which, in turn, facilitate career path ways for progression and cross- regional as well as international mobility (further elaborated under Pillar 2 Relevance and Employability). Social Partners are seen as effective drivers to make such changes happen.

This Strategy focuses on a process that will ultimately lead to a change in emphasis where the private sector is the driver of innovation and E- TVET system change, and the Government takes the role of quality assurance and policy advice. In this view, the State sets paramount policies and

ensures quality assurance and good performance monitoring & evaluation, including financial reporting, thus ensuring **transparency of operations**.

3. Ensure HR Sector Wide Reform Based on Systematic Processes of Determining Human Resource Development Needs

The economy, formal and informal², is the engine of employment; a well-designed and functioning Human Resources Development system is the transmission. If the high aspirations, largely labelled as the shift towards the knowledge and high added value chain economy, well described in the NES, are to be achieved a good match between the economic/ employment and the training system must be achieved. Furthermore, a well-structured education and training services provision is a crucial element in the country's strategy to create accelerated employment by promising sectors with high skills content, identified by the World Bank as: Services provision in ICT, pharmaceutical, business (auditing, accounting, legal, architectural), financial, education and health (incl. health tourism)³. Presently, no forum at national level exists where sectoral economic and technological issues (innovative changes, trends) are systematically researched and purposefully reviewed towards education and training profiles covering the full spectrum of qualifications, according to the National Qualification Framework.

This Strategy is committed to seize the opportunities as also noted by the World Bank⁴ that "There is currently an opportunity for Jordan to emerge as an educational hub in the region" and reap the benefits such a development would provide. However, to succeed there is the need for a clearly mandated, competent and accountable body to make the opportunities a reality by applying a sector- wide vision, combining relevant research with practice at all qualification levels⁵. This process should be initiated by the E-TVET Council, further supported in good collaboration with other sector key players (which are already represented in the Council). The Strategy suggests that an entity be mandated to determine the full spectrum of Human Resource Development needs in Jordan, based on analysis by a body such as NCHRD. This will inform discussions in the E-TVET Council at the level of TVET, while the HRD requirements at the professional level could be forwarded to the appropriate authority.

4. Regulatory framework

As has been emphasized before, the Strategy is concerned about effective guidance in decision making on all E- TVET related issues across the sector. Its relevance will be judged against the backdrop of effective implementation. One of the crucial tools in bringing about the changes vested in the Strategy is a concise set of legal norms (laws and bye-laws) and regulations.

When analysing the root causes why previous strategies and well reflected intentions have not fully catalysed urgently needed and widely agreed reforms in the E-TVET sector, legalistic arguments are prevailing. Even the finest E-TVET Strategy will fail to deliver the aspired results (above) if it cannot build on a strong legal framework.

² It is estimated that up to 44% of the Jordan economy is composed of informal activities.

³ WB: Policies for High ..., 2012, page 23.

⁴ World Bank: Policies for High...ibid, page 24.

⁵ The regional service role should not be limited to academic leadership but could also apply to the TVET level, e.g. leading national TVET institutions could become regional leaders in hospitality, pharmaceutical training.

It is important to observe that the legal framework to be developed is not narrowing scope and initiative of key stakeholders (and thereby reducing the potential for initiative and reform thrust). It should rather serve as a facilitator, and accelerator of getting the reform into motion and on a consistent, transparent track.

It is proposed that a Working Group under the auspices of the E- TVET Council (and the Secretariat) be formed to present a concise regulatory framework to the Council for endorsement, and presentation to the relevant legal setting bodies. In the longer-term perspective, such a Working Group under the auspices of the E- TVET Council should be formed into a Standing Technical Committee in order to address changes in the E- TVET system that requires normative management.

Strategic Result for the next period 2014 to 2020

Governance of the E- TVET sector improved

Performance Indicators

There are number of performance indicators that will measure the extent to which the strategic result has been achieved. These performance indicators are:

- Relevant initiatives designed in response to national plans and strategies' objectives and targets: mandate of E- TVET Council expanded for ALL E- TVET policy issues;
- Social Partners (employers + trade unions) and civil society fully engaged in developing plans and policies for the TVET Sector at all levels of the system;
- Policies on articulation promoting equity of E- TVET and facilitating pathways among E- TVET and education providers in place and implemented;
- Concise legal framework governing the whole E- TVET system strengthened, implemented, and revised.

Targets for Governance

The specific targets that will, if achieved, contribute to the strategic result are:

- All E- TVET policy issues are covered under the E-TVET Council (including Technician Training) and harmonised: achieving aligned standards in services delivery, such as curricula relevance and examinations/ assessments, teachers' / trainers' and managers' qualifications, learning environments addressing minimum standards, and others
- Social Partners and civil society fully engaged in developing plans and policies for the E- TVET sector at all levels of the system
- Coordination body for sector wide HRD at National established and operational
- Pathways in place promoting E- TVET progression to highest levels of the profession
- Concise regulatory framework supporting good governance in the whole E- TVET system developed and gazetted

Key Actions

In order to realise these targets and their contribution to the strategic result "Governance of the E-TVET sector improved" a number of key actions will be undertaken. These include:

- Support the development of the HCHRD
- Review present statutes of the E- TVET Council and ensure effective E- TVET leadership by the private sector
- Develop and implement process to enhance the participation of Social Partners

- Promote and recognize all forms of learning and skills development- Establish a National Qualifications Framework
- Accelerate recognition and validation of all forms of informal and non- formal learning
- Form a Working Group to develop a rationale and concept for training of the workers in informal economic settings
- Prepare a sound legal framework for E-TVET entities so that their laws and bye-laws reflect current realities and positions them to be effective participants in implementing the E-TVET Strategy

Pillar 2: Relevance of education and training for employability

Overview of the Pillar

Employment is a key purpose of education and training services delivery in the E-TVET sector in Jordan, but not the sole purpose. Questions of the relevance of education and training are therefore not confined to considerations of the relevance for immediate employment, but rather to the wider issue of the preparation of the learner for success in the modern changing world. The issues that should be addressed in terms of TVET relate to its breadth and depth of TVET, its attractiveness, its responsiveness, and its delivery.

As for TVET **breadth and depth**, a narrow focus on providing learners with the skills and knowledge required for a specific occupation currently required by employers does not sufficiently prepare the individual for success in a rapidly changing world of work. The individual needs to acquire a range of competencies and transferable skills in order to be equipped for informed decision making in different roles and environments within a broader occupational area. In order to support the economic and social development of Jordan there is a need to expand not only the breadth of TVET provision but also the level. The development of a sizeable workforce with skills at technician level is a significant factor in economic development. The bulk of training provision in Jordan is concentrated at the lower levels: semi-skilled, skilled, craftsman.

In terms of **attractiveness**, TVET is not considered a good education and training pathway. The relative unattractiveness of technical and vocational education and training in relation to Higher Education is a world-wide phenomenon with deep historical and cultural roots. There are many reasons why TVET is generally perceived as a 'second best' option in relation to higher education. One important reason is that TVET is perceived as a 'dead-end', without links to higher levels of education and training, and without prospects for lifelong learning and career advancement. Since higher education is generally seen as a more attractive option than TVET, one powerful way of enhancing the attractiveness of TVET is to link it with Higher Education; by developing qualifications at technician level; and by developing well established pathways from the lowest level of TVET to the highest level of higher education.

A well designed TVET system needs to be **responsive** to the needs of its stakeholders. The strategic involvement of enterprises and employers in education and training has the potential to enhance the relevance of the training in terms of both employability and employment of graduates. Jordanian industries and businesses should be involved in every step of the design, development, delivery and review of programmes as well as in the provision of work placements. Curricula developed in response to evidence of demand should be based on occupational standards to ensure that the programmes develop the specific competences needed in the industry.

In terms of the **delivery of TVET**, the ambitions associated with a modernized, market driven E-TVET system can be only achieved with high levels of quality in all critical parameters such as human resources; equipment and materials. For example, high quality TVET training requires qualified teachers / trainers with experience in the industry for which they are preparing trainees and qualifications in adult education.

Achievements under the 2008 to 2013 E- TVET Strategy

During the period of the previous ETVET Strategy, there have been key achievements in the areas of breadth and depth of TVET, its attractiveness, its responsiveness, and its delivery. The issue of the **breadth and depth of TVET** has received attention through the recognition of the need to 'expand the kinds of training given beyond the traditional trades to include skills in demand in a knowledge based economy' (Annual Assessment Report); and focus on the development of technician level training and transform the community colleges into technical institutions. A substantial reform effort was led by MoHESR with the aim of improving the governance, management and relevance of community colleges and creating 'an independent Community College network'. Although the ground work has been laid, this reform has not yet been implemented.

Despite ongoing high unemployment of university graduates, and the consequent burden on the economy and growing risk of social instability, enrolment in higher education has been steadily increasing. Meanwhile enrolment in TVET has been steadily declining. The E-TVET Council has responded to the declining interest and enrolment in TVET programmes by embarking on a media campaign to encourage learners and their parents to see **TVET as an attractive option**. While this is an excellent initiative, it is a fact that 'no image making will be able to rescue an inadequate TVET system' (UNESCO UNEVOC *Revisiting global trends in TVET*).

The **responsiveness of TVET** received considerable attention in the 2008 to 2013 timeframe. Considerable progress has been made in increasing the participation of private sector in boards, technical committees, and councils of the E-TVET institutions. There are positive initiatives at the VTC and also in the MoE there are curriculum departments with some 100 programme advisory committees in the different curriculum with good participation of industry. In recent months the E-TVET Council and CAQA have been developing and implementing a concept of Sector Teams and Sector Skills Committees with the aim of enhancing the relevance of E-TVET. Furthermore 10 Jordanians have been certified by Ohio State University as DACUM Facilitators

The key achievement in terms of the **delivery of TVET** has been the establishment of CAQA in 2012 as the quality assurance body for TVET providers, and as the body for occupational testing and occupational licensing. CAQA has developed an internationally benchmarked quality assurance system to assure the quality of TVET programmes and the quality of delivery. The system will ensure increased relevance of TVET to the labour market; increased responsiveness of TVET to social and economic development imperatives; improved quality and effectiveness of TVET to meet international quality standards; increased capacity of TVET providers for quality management; increased local and international confidence in the credibility of Jordanian TVET; and increased protection of learners from poor quality providers.

Achievements yet to be realised from the 2008 to 2013 Period

More needs to be accomplished in terms of the **breadth and depth of TVET** in Jordan. The primary outcome of successful completion of technical and vocational education and training is the award of occupational licenses at semi-skilled, skilled and craftsman level. As a result, the education and training programmes are aligned to specific occupations, which may be very narrowly defined, and may be better described as specializations of broader occupational groupings. Furthermore the proposed reform of the community colleges and the development of technician level training programmes must be a priority.

One way to enhance the **attractiveness of TVET** is to provide pathways for TVET graduates into higher education. Only about 25% of MoE vocational stream graduates gain acceptance into Community Colleges each year. College programmes are largely theoretical and geared to entry to University, nevertheless only 20-25% of Community College graduates are accepted into higher education each year. The likelihood of a vocational Tawjihi graduate progressing to university is very small. Those students that do not achieve Tawjihi may enter public and private TVET Centres, however there is no pathway for graduates of TVET centres to enter Community Colleges, and so for the student who does not pass Tawjihi at school there is no possibility of ever progressing to University. This is a clear violation of the principle of life-long learning and good system design which calls for articulation, with clearly defined exit and (re-) entry points. The development of a National Qualifications Framework would go a long way to address this issue.

In terms of **responsiveness of TVET**, at the present time there is little by way of systematic survey of employers which could be used to provide a baseline and measure the improved responsiveness of the system over time as a means to indicate the alignment of TVET programmes with the needs in the labour market. The External Quality Assurance System being developed by CAQA, and the draft requirements for registering qualifications on the proposed TVET Qualifications Framework, require evidence that programmes are based on occupational standards, developed in collaboration with the relevant industries, and encourages providers to develop collaborative relationships with employers.

One of the key elements related to quality **delivery of TVET** relates to instructional staff who are strong technically as well as strong in the processes related to instruction. At the present time, there is a centre for training of trainers in Marka that requires strengthening in order to become an effective vehicle for enhancing the calibre of instructional delivery in TVET in Jordan for all training providers. In addition, changes are required in the process of teacher / trainer recruitment in order to focus on technical competence and industrial experience.

Looking Ahead to 2014 to 2020

In terms of the **breadth and depth of TVET**, a focus will be placed on including significant general education elements in TVET programmes including an awareness of the need to be environmentally responsible. In order to equip the individual with a range of options, TVET qualifications need to include a range of technical competences associated with more than one occupational role and some academic elements which prepare learners to progress to the next level. In addition, technician level qualifications need to be developed as a matter of urgency, in collaboration with industries, under the auspices of the E-TVET Council.

A key solution for enhancing the **attractiveness of TVET** is to address the institutional discontinuity between TVET and higher education by establishing clear pathways which would enable lifelong learners to progress by a variety of routes, without any barriers, to the highest levels of education, if they have the motivation and interest and the ability to do so. Many countries in the world have addressed the need to enhance the accessibility and coherence of complex education and training systems through the establishment of a National Qualifications Framework.

In terms of providing for the **responsiveness of TVET**, connections must be made and maintained with key stakeholders. For example, the external quality assurance system currently being

developed by CAQA requires providers to collect and use feedback from stakeholders (students, graduates and employers) for improvement purposes as part of the internal quality management system of the provider. This is a labour intensive activity and some providers may lack the human resource, analytical skills and capacity to do this well. To facilitate this, the development of a centralized service for collecting and disseminating stakeholder feedback in Jordan is proposed. Further, it is proposed that Program Advisory Committees, consisting of industry representatives who have a direct interest in TVET program outcomes be established. In addition, sector-level Human Resource Development Plans should be prepared, based on occupational standards developed by Sector Skills Committees. Another factor that will contribute to responsiveness is to provide in-demand courses in local communities through the utilization of TVET facilities that may have access capacity.

Public perception of TVET, the attractiveness of TVET, the relevance of TVET and the engagement of industry will all be enhanced by the **delivery of TVET** through the use of high quality facilities, modern and relevant equipment and excellent materials. This may require providers to consider increased specialization so that they can focus their resources on achieving excellence in the delivery of specific fields of training instead of stretching their resources across a variety of diverse programmes. Transforming TVET in Jordan depends on excellent teachers / trainers who are well qualified in their field as well as in adult education, and experienced in the industry for which they prepare future employees. Teachers / trainers are the drivers of the reform. The systems for selection, recruitment, remuneration, performance management and professional development of TVET staff need to be radically overhauled. In addition, enhanced capacities of training directors, principals, and other training provider managers / leaders would result in improved outcomes.

Strategic Result for the next period 2014 to 2020

The Strategic Result that will be achieved over the period 2014 to 2020 is:

The relevance of education and training for employability is improved

Performance Indicators

There are number of performance indicators that will measure the extent to which the strategic result (Relevance of education and training for employability is improved) has been achieved. These performance indicators are:

- All existing TVET programmes have been reviewed by 2020 and modified to ensure that successful graduates are equipped to work in a variety of roles in the labour market and eligible to progress to at least one pre-identified further education and training opportunity.
- Technician level qualifications are offered by specialist technical institutions for all high skilled and high tradability industries considered as priorities for development in Jordan.
- A National Qualification Framework is implemented by a national body with registration of qualifications from three sub-frameworks for General Education, TVET and higher education and clearly identified pathways between sub-frameworks.
- Surveys of learner satisfaction, employer satisfaction and graduate destinations are implemented at regular intervals through a centralized administration mechanism, and results are used at national and provider level for improvement planning.

- Each programme or group of related programmes offered by each provider is supported by an active advisory group of industry representatives who are involved in a wide range of interventions related to the design, development, delivery, assessment and review of programmes.
- There is evidence that all new programme developments (from 2014) are directly responsive to evidence of skills demand and based on occupational standards.
- The adequacy of the facilities, equipment and materials of each provider is monitored annually and there is evidence of increased allocation of funding to equipment and materials.
- The TVET ToT Centre is operationalized with a legal mandate and policy framework for the pre- service and routine in-service training of trainers for all types of TVET providers.
- All TVET teachers / trainers have annual performance appraisals and are supported to implement professional development plans clearly linked to feedback on their performance, and including secondment to industry workplaces at for at least one month every three years.
- Selection, appointment and remuneration of teachers / trainers is based on technical qualifications, adult education qualifications and industry experience.

Targets for improving the relevance of education and training for employability

Subject to further discussion, the specific targets that will, if achieved, contribute to the strategic result are:

- 15% of each provider's TVET programmes are reviewed and developed for increased relevance each year.
- At least ten new technician level programmes are producing graduates who are employed at a rate of at least 70% within six months of graduation.
- At least 30 TVET qualifications are registered on the NQF with clear pathways to Technician and higher education levels.
- Student experience, employer feedback and graduate destination surveys are implemented annually for all current TVET trainees, all current workplace experience providers and all recent graduates of TVET institutions.
- 90% of TVET programmes or groups of related programmes are supported by an advisory committee which meets at least four times per year to consider issues and outcomes of the programme(s).
- 100% of new programmes are developed as a result of explicit industry demand and based on occupational standards or other international industry approved standard.
- Learner satisfaction with their training facilities, equipment and materials improves by at least 10% over the baseline by 2020.
- At least 100 TVET teachers / trainers per year attend pre-service and professional development courses and workshops offered by the ToT Centre.
- At least 10% of the staff members of each licensed private provider or public provider spend one month each year working in an industry relevant to their field of training.

- All new staff hired in the period 2016-2020 have appropriate technical qualifications and at least two years of relevant industry experience.

Key Actions

In order to realise these targets and their contribution to the strategic result for improving the relevance of education and training for employability in Jordan, a number of key actions will be undertaken. These are:

1. Progressively review TVET programmes to ensure that individuals are prepared with a range of competencies and transferable skills for mobility within a broad occupational area and for mobility within the education and training system.
2. Focus on potential priority areas for sustained economic growth, and drawing on international best practice examples, revitalize the proposed reform of the Community Colleges, build on the existing pilot development of technician level qualifications, in close co-operation with industries.
3. Eliminate 'dead-ends' in the education and training system and enhance the attractiveness of TVET by developing and implementing a National Qualifications Framework, consisting of three linked sub-frameworks for General Education, TVET and Higher Education.
4. Develop centralized national level surveys of student experience, graduate destinations and employer feedback to inform individual provider improvement planning and national accountability systems supporting performance based planning.
5. Develop and operationalise industry-led advisory committees for each programme or group of related programmes and actively support and celebrate innovative forms of engagement.
6. Use sector surveys and sector human resource development plans as key sources of information about the skills needed by the economic sectors of Jordan and develop occupational standards for the prioritized occupations as the basis for curriculum development.
7. Improve the relevance and attractiveness of facilities, equipment and materials by emphasizing this as an indicator of good performance, and as a priority for allocation of funding.
8. Support the further development of the existing ToT centre, in accordance with the original vision for the centre, through the development of legal and policy frameworks, provision of resources and capacity building.
9. Implement a performance management system for professional staff in the E-TVET system and ensure these staff systematically participate in staff development to keep abreast of technological, management and educational changes, including periodic secondment to industry workplaces during non-teaching periods.
10. Address the issue of the system of selection, appointment and remuneration of E-TVET teachers / trainers / managers, such that these are properly qualified and experienced to lead training and instruction in E-TVET institutions.

Pillar 3: Increase the Inclusiveness of the E-TVET System

Overview of the Pillar

The E-TVET system has mainly been geared to preparing able-bodied Jordanian youth (males) for employment in the Jordanian formal sector. Given the important contribution that TVET can make to the economy and the shortage of vocational and technically skilled staff, this should be enlarged. Access to TVET programmes for women, other youth, and the disabled and the opportunities in the informal sector needs to be improved.

Women only constitute 37% of total enrolment in vocational/technical training. Only a limited number of courses are provided in women-friendly surroundings and they are generally related to traditional female professions like hairdressing. The participation of women in the labour market is too often limited by pre-defined ideas of what they can, and cannot do. This certainly curtails their individual rights to participate in the economic life of the countries, but it also deprives their communities and nations of their talents, and therefore constrains growth and economic development.

Most women are disadvantaged in access to vocational training as well as to employment as a consequence of the social norms that stereotype certain training and employment as either for females or males. The disadvantaged women consist of three principal segments:

- Young women, teenagers and young adults, of disadvantaged families who have been disengaged from general education due to economic, geographic, socio-economic or other causes who are prevented from entry to formal vocational education;
- Households headed by widows, divorced /separated/ deserted women are in significant numbers; and
- The home workers; self-employed workers-unregistered micro enterprises; self-employed workers – market vendors, street workers; home based workers in agriculture, industry, services; wage earners in unregulated jobs.

They are a part of the ‘working poor’ in the labour force who live below the ‘poverty line’.

The goal is not to force equal participation in all occupations but to foster an environment where women and men can make their own job and education choices. In many instances, these decisions are not individual ones but rightfully take into account the community and the family concerns. However, in some others cases, they are imposed by family / community members. There is a need to ensure these family and community concerns do not overrule individual choices of women and men, in order to allow them to pursue the skills trainings of their choice, and access the dream jobs where they are more likely to excel.

Youth often attempt academic careers first and only switch to TVET when they fail. TVET programmes and careers are not the first choice for many of them. Youth and their families often see the attainment of a university degree as a priority, regardless of whether or not it improves the student’s employability. This leads to large numbers of youth involved in study programmes, mainly humanities, which do not necessarily match labour market needs. The low perception of technical and vocational education and training (TVET) as a proper and dignified alternative to university reinforces the absence of practical skills among the youth. These factors, together with a lack of coordination of market information between labour demand and supply, lack of partnerships with

the labour market, as well as needed improvements to career guidance and weak economic growth, contribute to the high youth unemployment rates.

In 2005 the WHO estimated the number of people with disabilities in Jordan between 196,100 and 524,700⁶. The physically disabled tend to find the environment in academic programmes and careers more accommodating than those in the TVET area and therefore they tend to enrol in university. Both physical barriers and attitudinal barriers should be removed to allow for the person with disability to fully participate and benefit from the training. In particular, reasonable accommodation should be provided for the individual's needs that result from his/her impairments. Individualized support measures should be provided to maximize learning (peer support, adapted language etc.). Transition to work should also be the subject of additional support that may be needed for example – to convince the employer of the productivity potential of the person with disabilities, to accommodate his/her needs at the workplace, and to remain on call to address any problems that might arise.

Reasonable accommodations to the needs of persons with disabilities are necessary to ensure they have equal opportunities to participate in and benefit from the training programmes. Such accommodations should be based on an analysis of the person's needs and impairment in relation to (a) the programme or classroom environment that may pose barriers to the trainee's participation include, (b) the methods of presenting course material or instruction that prevent the trainee from learning, and (c) evaluation methods that do not allow for an adequate assessment of what the trainee knows or can do.

Opportunities for Jordanians abroad, given the tight labour market at home should be embraced and at the same time the number of foreigners presently residing in Jordan is too large to be ignored. At the same time when formal employment opportunities are not growing quickly enough to absorb all jobseekers, more attention should be given to preparing graduates for opportunities in the informal sector. A definition of the "informal sector" is provided at the end of this section (Pillar 3).

Achievements under the 2008 to 2013 E-TVET Strategy

Objectives/actions mentioned relating to increasing inclusiveness were:

- 1) Increase the participation of women in the labour force
- 2) Downsize the labour participation rate in the public sector and enhancing such participation in the private sector
- 3) Reduce the unemployment rate with special attention to the employment of youth
- 4) Develop measures and enhancing efforts that encourage the replacement of expatriate labour by Jordanian labour
- 5) Activate the existing legislation that deals with the employment of groups with special needs
- 6) Develop services for the labour force in the informal sector, thus encouraging the rationalization of employment in this sector and encouraging the transfer to the formal sector
- 7) Assess the extent and nature of women's participation in boards, councils and committees related to E-TVET
- 8) Develop necessary measures to increase women's participation

⁶ Based on global estimates that disabilities affect about 10% of the world's population.

Mainly due to the global economic crisis and the economic and social problems in the neighbouring countries the achievements in many of the above areas were below target. Total employment barely increased while there was a large influx of refugees. The downsizing of Government made matters more difficult as the public service has tended to be the primary employer of women, youth and disabled.

In spite of this, a number of projects have been successfully implemented in the 2008 to 2013 time period. Among these are:

- The creation of nurseries to enable women to work;
- Networking has been established to work on empowerment of women; and
- A study has been conducted related to pay equity between men and women. This resulted in clear recommendations and initiatives;
- Programmes were initiated that enable women to work at home and contacts have been prepared with establishments that will deliver the raw material and equipment at the women's home and later collect the finished products;
- A special unit has been set up to assist people with disabilities to receive training and guide them into the labour market;
- For youth, transition to work programmes have started and projects were executed wherein wage subsidies were provided to make hiring youth more attractive.

Achievements yet to be realised from the 2008 to 2013 period

There are a number of achievements that have yet to be realised as part of the 2008 to 2013 E-TVET Strategy. Among these are:

- The number of women in leading positions and/or members of boards, councils and committees related to E-TVET should be increased further.
- Wage subsidy projects to provide youth with the necessary experience should be evaluated and only those that proved effective should be repeated.
- The law on nurseries has to be evaluated to avoid unintended opposite effects.
- To increase the participation of women in the labour force, new approaches have to be developed enlarging the possible occupations and necessary training.
- The informal sector still has not received the attention it needs and should concentrate on employment creation and adequate working conditions.
- Replacement of foreign labour by Jordan labour has not been fully successful. A main reason is that the sectors the foreigners are employed in seem not to be attractive to Jordanians. More could be accomplished here.

Strategic result for the period 2014 to 2020

The strategic result that will be achieved over the period 2014 to 2020 is:

Improved inclusiveness of women, youth and the disabled.

Performance indicators

- Percentage of women enrolled in TVET Programmes increased (from ...to ...);⁷
- Percentage of Persons with Disabilities enrolled in TVET Programmes increased (from .. to ..);

⁷ Baseline here and in the following to be formulated in order to determine the differential.

- Number of training oriented interventions such as school- to- work transition programmes increased and information available to employers, prospective job seekers and training providers improved;
- Percentage of targeted populations becoming employed in their fields of study increased (from .. to ..).

Targets and key actions for improving inclusiveness

Women

Targets for improving inclusiveness

- 1) Media campaigns targeting employers aimed at changing their role stereotypes (discriminating women) designed and implemented.
- 2) Apprenticeship programmes designed for enhancing the employment opportunities for women.
- 3) Market programmes to women in non-traditional career areas carried- out.
- 4) Gender sensitive curricula and training programmes/class groups for women only.
- 5) Programmes designed to women in the areas of small business developed.
- 6) Management and leadership courses for working women conducted.

Key Actions:

- 1) Target employers with media campaign aiming at changing their role stereotypes (discriminating women).
- 2) Review the performance and curricula of the current models of apprenticeship in Jordan in relation to the success factors and curricula of national apprenticeship programmes of countries with reputable apprenticeship programmes, and recommend and implement revised programmes with improved graduation rates and enhanced employability, especially for women.
- 3) In collaboration with Sector Teams and employers, design and implement a campaign to market careers in specific areas of demand which are typically dominated by men but suitable for women. Complement this with (designing and) implementing open days and 'taster' courses especially for women to explore and stimulate their interest in training in areas of labour market demand.
- 4) Motivate training providers to develop gender sensitive curricula and provide training programmes/class groups for women only.
- 5) Run campaigns and conducive (gender sensitive, flexible) training programmes to support women starting small businesses from/at home (including public relations, microfinance, networking and mentoring).
- 6) Offer management courses for working women to upgrade their skills and abilities to excel in their jobs and strengthen/ assume their leadership positions (supporting longer retention in the labour market).

Youth

Targets for improving inclusiveness

1. Programmes designed in response to labour market information.

2. Youth provided with up-to-date occupational / career information.
3. Effective career counselling services available to students.
4. Students provided with job-search skills.

Key actions:

1. Act upon information from NEES, demand and supply surveys and graduate tracer surveys and reduce (or discontinue) those training programmes where there is an oversupply and/or an anticipated high unemployment of graduates (and in contrast: increase/develop programmes for which there is strong evidence of labour market demand).
2. Through a system of career counselling, require training providers to prepare and distribute to potential students, prior to enrolment, up-to-date evidence based information on the duties and tasks, typical conditions of work and demand for workers in the occupation for which training is offered.
3. Require all training providers to offer career counselling and ensure that career counselling staff are fully conversant with the NEES and the range of career guidance initiatives operating in Jordan.
4. The training providers should include not only technical and soft skills required for the occupation, but also job search and transition-to-work knowledge and skills (including interview techniques, application writing skills).

Persons with disabilities

Targets for improving inclusiveness

1. Facilities are accessible and safe for people with disabilities.
2. Education and training providers support people with disabilities to enrol, persist and succeed in training programmes, including pre-identification of suitable on-the-job placements.

Key actions:

1. Require providers (in compliance with the quality assurance standards proposed by CAQA for implementation from 2014) to ensure that their facilities are accessible and safe for people with disabilities.
2. Implement measures to incentivise education and training providers to support people with disabilities to enrol, persist and succeed in training programmes, including pre-identification of suitable on-the-job placements.

Migrants

Targets for improving inclusiveness

1. Foreigners start their own business under the condition that they hire Jordanians.
2. Qualified and experienced TVET teachers / trainers with industry experience recruited from among migrants.
3. Migrants have access to public facilities for formal and non-formal training.
4. Foreign qualifications are assessed for their comparison to Jordanian qualifications and occupational licences.

Key actions:

1. Allow foreigners to start their own business under the condition that they hire Jordanians.
2. Based on the findings of a skills audit of recent immigrants and refugees, identify and recruit qualified and experienced TVET teachers / trainers with industry experience.
3. Require providers to utilise, where possible, public facilities for formal and non-formal training programmes for migrants in accordance with government strategic directives.
4. Strengthen and extend existing mechanisms for the recognition of foreign qualifications and for assessing the comparability of foreign and Jordanian qualifications and occupational licences.

Informal Sector

Targets for improving inclusiveness

1. Courses designed to stimulate and enable unemployed youth to start small businesses at home.
2. Providers of non-formal training apply to CAQA for licensing and accreditation.
3. Training providers develop modular programmes which support lifelong learning through flexible delivery arrangements, and transfer of credit.
4. Recognition of prior Learning services that enable skilled informal sector workers to enter formal training programmes (with credit for learning already achieved outside of formal training contexts).
5. Jordan's National Resilience Plan 2014 – 2016 (in relation to the Syrian Crisis) supported where appropriate.

Key actions:

1. Design and implement a campaign and develop courses designed to stimulate and enable unemployed youth to start small businesses at home (including public relations, microfinance, training, networking and mentoring).
2. Motivate providers of non-formal training to apply to CAQA for licensing and accreditation.
3. Require providers (through CAQA accreditation requirements) to develop modular programmes which support lifelong learning through flexible delivery arrangements, transfer of credit and Recognition of Prior Learning.
4. Require all training providers to develop and implement Recognition of Prior Learning services and enable skilled informal sector workers to enter formal training programmes with credit for learning already achieved outside of formal training contexts.
5. Participate in the implementation of the Jordan's National Resilience Plan 2014 – 2016 (in relation to the Syrian Crisis) where appropriate.

End Note: Definition of Informal Sector

The 15th ICLS (*ILO 2000*) defined *informal sector enterprises* on the basis of the following criteria:

- They are private unincorporated enterprises (excluding quasi-corporations)¹, i.e. enterprises owned by individuals or households that are not constituted as separate legal entities independently of their owners, and for which no complete accounts are available that would permit a financial separation of the production activities of the enterprise from the other activities of its owner(s). Private unincorporated enterprises include unincorporated enterprises owned and operated by individual household members or by several members of the same household, as well as unincorporated partnerships and co-operatives formed by members of different households, if they lack complete sets of accounts.
- All or at least some of the goods or services produced are meant for sale or barter, with the possible inclusion in the informal sector of households which produce domestic or personal services in employing paid domestic employees.
- Their size in terms of employment is below a certain threshold to be determined according to national circumstances, and/or they are not registered under specific forms of national legislation (such as factories' or commercial acts, tax or social security laws, professional groups' regulatory acts, or similar acts, laws or regulations established by national legislative bodies as distinct from local regulations for issuing trade licenses or business permits), and/or their employees (if any) are not registered.
- They are engaged in non-agricultural activities, including secondary non-agricultural activities of enterprises in the agricultural sector.

The 17th ICLS (2003) defined informal employment as comprising the total number of informal jobs, whether carried out in formal sector enterprises, informal sector enterprises, or households, during a given reference period.

The purpose of the conceptual framework developed by the ILO is to relate the enterprise-based concept of employment in the informal sector in a consistent manner with a job-based concept of informal employment, and thereby extend the former concept to a broader one. The two concepts complement rather than replace each other because the observation units are different.

Pillar 4: Performance Measurement

Overview of the Pillar

In order to improve the performance of the E- TVET system (with all elements, as a whole), it is necessary to monitor performance at every level: programmes (courses), providers and their umbrella/ supervising bodies (MoE, Al Balqa, VTC) and at the highest levels of system governance and management (Board of Education, E-TVET Council, Higher Education Council), funding (Ministry of Finance and E-TVET Fund) and quality assurance (CAQA). The development of appropriate performance indicators is needed as a foundation to performance improvement along with a systematized monitoring and evaluation process. All of this will support the element of accountability.

The formulation of appropriate indicators depends on the level of the system. For example, at the level of providers some common indicators of quality outcomes include utilization of facilities and resources, retention of enrolled students, satisfaction of students with the services they receive from the provider etc. Indicators for a higher level of recursion of the system will be similar (since good outcomes for learners is the primary concern at every level) but more 'systemic' in character, including aspects such as the adequacy of quality assurance systems, funding and human resource management.

The performance of an E-TVET system can be enhanced through the development and implementation of an institutionalized process of monitoring and evaluation. Monitoring is the systematic and continuous collecting, analysis and using of information for the purpose of management and decision-making. It therefore represents an exhaustive and regular examination of the resources, outputs and results of a project, it is a continuous process carried out during the execution of a project with the intention of immediately correcting any deviation from operational objectives. Monitoring generates data that can be used in evaluations.

Evaluation is a periodic assessment of the efficiency, effectiveness, impact, sustainability and relevance of a project in the context of stated objectives. It is usually undertaken as an independent examination of the background, objectives, results, activities and means deployed, with a view to drawing lessons that may guide future decision-making. It therefore seeks to determine as systematically and objectively as possible the relevance, efficiency and effectiveness of a project in terms of its objectives.

Achievements under the 2008 to 2013 ETVET Strategy

In terms of performance improvement, and in alignment with the above overview, a number of achievements must be recognized. Among the achievements during the 2008 to 2013 period are the establishment of the Centre for Accreditation and Quality Assurance (CAQA) which has achieved the development of comprehensive quality assurance system and the drafting of a Quality Assurance Manual. There has also been the development and implementation of a Performance Assessment System (PAS) which has generated two annual reports.

Of critical importance is to establish the relationship between the demand for labour and the supply of labour, and measure the performance of the TVET sector in terms of its responsiveness to demand. To this end NCHRD and DOS have commenced implementation of a series of economic sub-sector specific demand and supply surveys. These surveys will provide specific information about

over and under supply of graduates in different occupational areas. The surveys will inform Sector plans to be developed by the Sector Teams.

Achievements yet to be realised from the 2008 to 2013 Period

In spite of these significant achievements, challenges still persist. Currently in its classifications of educational level, DoS does not include any TVET qualifications except 'vocational apprenticeship'. This makes it impossible to review the performance of TVET graduates in the labour market.

It is also important to be able to track the pathways of learners through the education and training system. Currently, different identification numbers within the different sub-sectors of education and training are used, so it is not possible to track the movement of learners from secondary to post-secondary education and training. It is therefore strongly recommended that registration of learners at all levels of education and training use the National ID number. Of course there might be good reasons to use another registration number that shows where in the system the students are enrolled, etc. and they should keep that number but at the same time the National ID number should be added.

There is a need to train personnel within the E-TVET sector whose role includes collection and presentation of data to use best practice methods for data collection and collation, user-friendly presentations and SMART indicators.

The second report on the findings of Performance Assessment System (PAS) outlined that significant problems were encountered in terms of the availability of data, the completeness of data, the consistency of data and the accuracy of data. Where there is no institutionalized awareness of the key performance indicators and what data are needed to assess the performance at different levels, and no well-established and routine practices for collecting and collating the specific data needed, then the task of system wide assessment is enormously time consuming and frustrating, and the results of such assessment are a poor foundation for decision making.

Further, the existence of multiple quality assurance bodies for TVET (including HEAC, MoE QA Department and CAQA) tends to aggravate system fragmentation. CAQA currently needs revised bye-laws in terms of authority so that accreditation and competency standards can be applied across providers beyond those under the Ministry of Labour'.

There needs to be streamlined information sharing between the TVET System level monitoring and evaluation located at the E-TVET Secretariat and CAQA. TVET information also needs to feed into the LMIS, in order to provide data on the supply-side of the equation.

Looking Ahead to 2014 to 2020

Based on the achievements so far and the identified accomplishments yet to be realised, the following spells out the strategic result for 2014 to 2020 as well as the targets for this period. In addition, the key actions needed to achieve the targets are outlined.

Strategic Result for the next period 2014 to 2020

The Strategic Result that will be achieved over the period 2014 to 2020 is:

Performance measurement systems are enhanced

Performance Indicators

There are number of performance indicators that will measure the extent to which the strategic result has been achieved. These performance indicators are:

- Graduation rates in TVET increased by ...;
- TVET graduates finding employment in their field of training (placement rates up to 75% within 3 months after graduation in respective field of training);
- Utilization rates of TVET providers' space and resources improved (to be specified in baseline and follow-up surveys);
- Innovative programmes (linked to economic demand) in E-TVET developed and introduced, based on HCHRD recommendations (or/and E-TVET Council);
- Enrolment in E-TVET programmes increased by 10% annually.

Targets for improving the TVET System Performance

The specific targets that will, if achieved, contribute to the strategic result are:

1. Key personnel trained on methods for data collection and collation, user-friendly presentations and SMART indicators.
2. Results of demand and supply surveys and sector plans integrated into the performance assessment of the E-TVET Sector.
3. Educational level classifications in alignment with TVET categories for TVET.
4. Education and training providers use the National ID number of learners.
5. Performance indicators specific to the strengthened mandate and expected performance of the E-TVET Council/Secretariat, the E-TVET Fund and CAQA along with a system of annual self-assessment applied.
6. A clear legal mandate for CAQA to implement the CAQA external quality assurance system for all TVET providers, including private and public providers, MoE Vocational schools, VTC centres, Community Colleges, and the NET Company agreed upon.
7. Training providers conduct internal audit techniques and prepare self-evaluation reports.
8. The E-TVET Council and Secretariat developed a plan for coordinating data collection and management ensuring one central database for all E-TVET information.

Key Actions

In order to realise these targets and their contribution to the strategic result for improving the performance of the E-TVET System in Jordan, a number of key actions will be undertaken. These are:

1. Train key personnel within the E-TVET sector whose role includes collection and presentation of data to use best practice methods for data collection and collation, user-friendly presentations and SMART indicators.

2. Integrate evidence of responsiveness to the results of demand and supply surveys and Sector plans into the performance assessment of the E-TVET Sector.
3. Discuss with DoS an updating of educational level classifications with further categories for TVET which does not introduce discontinuity for longitudinal studies.
4. Form an agreement with all providers of education and training to use the National ID number of learners, in order to enhance the quality and consistency of data.
5. Develop performance indicators specific to the strengthened mandate and expected performance of the E-TVET Council/Secretariat, the E-TVET Fund and CAQA along with a system of annual self-assessment as from 2014.
6. Provide a clear legal mandate for CAQA to implement the CAQA external quality assurance system for all TVET providers, including private and public providers, MoE Vocational schools, VTC centres, Community Colleges, and the NET Company.
7. The Monitoring and Evaluation Committee of the E- TVET Council Secretariat will provide hands-on developmental support to training providers to build their capacity in internal audit techniques and in the preparation of self-evaluation reports.
8. Strengthen the mandate and resources for the E- TVET Council and Secretariat to develop a plan for coordinating data collection and management ensuring one central database for all E-TVET information.

Pillar 5: Sustainable and Effective Funding

Overview of the Pillar

E-TVET as a driver of employment and economic growth

The E-TVET sector is a major contributor to economic growth. An effective, efficient, competitive, flexible and responsive E-TVET sector promotes economic growth and social cohesion, while reducing poverty and promoting development of human capital. E-TVET is an essential input into creating an educated, skilled, and dynamic labour force. Analysis of the Jordan Labour Market Panel Survey (JLMPS) 2010 shows that those with TVET training, on average, earn an additional JD 47.3 per month relative to those without such training. This wage differential would lead to a gain of approximately JD 17,000 over the course of a 30-year work-life, which significantly exceeds the average TVET training cost per person in Jordan.

Across many countries impressive economic rates of return are obtained from investing in the E-TVET sector, which has resulted in substantial investment in and funding of this sector. International organisations, such as the Millennium Challenge Corporation (MCC), have reported a 20% or higher economic rate of return from investment in TVET. Further, modern economic theories support the view that investment in education (human capital) raises the economic growth rate.

Proper financing of industry-led skills and workforce development will allow Jordan to improve the linkage between market-demanded skills and the supply of Jordanian labour, and equip it with the technical skills relevant to the economy of Jordan in the 21st Century. This is consistent with the National Employment Strategy's (NES's) vision of 'Improving standards of living for Jordanians, through increased employment, wages, and benefits, and productivity improvements.' Recognizing financing as a major issue, the NES suggests changing the way E-TVET Fund is funded, so that governance and incentives are aligned with improvements in performance.

Increasing investment in E-TVET in Jordan

Vocational education and training in Jordan is mainly financed by the government, and the underlying trend of real funding has been declining since 2010, which was reversed in 2013, where funding amounted to a 5% real increase over 2012. In nominal terms this equated to some 63 million JOD, or about 0.3% of GDP. Projections of real future allocations show only a small increase over the indicative estimates for the forward estimates. This represents a real challenge to expand expenditure on E-TVET to percentages relative to international practice that is observed, for example, in France and Australia, which expend more than five times (1.5-2.0% of GDP) more than Jordan on TVET.

Recognizing the real returns from investment in E-TVET, there is a compelling incentive for the government to engage private industries, international donors, and other stakeholders (e.g. TVET providers) for developing a clear, detailed framework, and well-funded plan to increase demand-driven strategic investment in the E-TVET sector based on its economic returns.

Achievements under the 2008 to 2013 ETVET Strategy

The key objectives of the Financing elements of the strategy are related to diversifying and developing the financial resources for E-TVET systems, programmes and services, and promoting the efficiency and effectiveness of these systems.

Some success was achieved in financial governance of the sector through changes in management of the E-TVET Fund – which accounts for some 36% of public funding for E-TVET - towards more transparent operations, accounting, monitoring and auditing, resulting in a more diversified and responsive funding for E-TVET projects and activities. This included establishment of a sub-committee of the E-TVET Council to examine funding proposals, which replaced the previous Board of Directors to exclude training providers as members, and included increased participation of the private sector in fund management.

During the period of the strategy the VTC undertook a major review and ongoing restructure to implement new business and training models focused on establishing the VTC as a responsive vocational training provider. The E-TVET Council also oversaw support for initiatives which supported development of E-TVET institutions and responsiveness to the needs of the labour market.

Achievements yet to be realised from the 2008 to 2013 Period

Sustainable financing

It is well recognized in the TVET literature that the methods of financing E-TVET have profound impacts on the structure of the system and its efficacy and therefore need to embody resource mobilization and allocation strategies that are based on results, focus on enhancing performance of the system, and are founded on transparent, credible and well understood indicators of achievement and performance. International donor assistance, both in forms of technical assistance, loan and grants, are usually short-term. On the other hand, a return on human capital improvement occurs over the long-run. Therefore, leveraging valuable donor assistance to support development of long term sustainability is essential.

Drawing on international practice, and to develop a sustainable funding source to augment E-TVET funding to levels comparable to international practice, it is proposed to implement an enterprise payroll tax (i.e. paid by the employer) as a sustainable source of financing. The tax can be designed in a number of ways to share costs between employees and employers as beneficiaries of E-TVET and incorporate best practice elements. This would include consultation with employers in design of the tax, and provision of incentives (such as rebates) for training which achieves policy objectives with regard to target groups (such as women and SME's), social partner engagement and economic development. Payroll tax is considered a more sustainable source of revenue for E-TVET and the E-TVET Fund than fees collected from foreign workers, given that a national employment objective is to replace foreign workers with Jordanians.

Improving management and financial governance of the sector

The resource issues impacting on E-TVET are not only the critically low quantum of funds available, but also the efficiency, integrity and effectiveness with which they are managed. This is at the heart of financial governance of the sector. Jordan has made significant improvements in its macroeconomic and budget management through introduction of the budget infrastructure for a Medium Term Budget Framework (MTEF) from the 2008 Budget, including a roll-out of a Results Orientated Budgeting (ROB) program structure. Following extensive discussions, research and analysis involving key stakeholders, which preceded the development of this Strategy, the overarching and key measure recommended to address the governance and management challenges is to operationalize the existing budget infrastructure to effectively incorporate the new E-TVET strategy into the Medium Term Expenditure and Budget Framework (MTEF). This would ensure alignment of budget resource allocations with strategic priorities, and support effective utilization of results/performance orientated budgeting principles in sector management, consistent with best practice.

The challenges are well recognized by sector agencies and stakeholders alike, and can be summarized as:

- An emerging acceptance of outcomes/results based financial management – but funding still occurs even when outcomes are sub-optimal. There is a need to develop the budget allocation process from one that is mainly based on historical funding levels and trends, to one that encompasses funding linked to performance, alignment with national priorities and incorporates performance information and indicators.
- Operationalizing the ROB (Results Orientated Budgeting) approach encompassed in Jordan's budget system - implemented as part of the MTEF in 2008 for enhanced and modern budget reform – such that it adds real value as a budget management and resource allocation tool at line-agency and central budget institution level;
- The need to strengthen capacity of sector management and officials for financial budget and management based on modern principles;
- Development of a sustainable funding model for the sector, (and particularly the E-TVET Fund, which is currently totally reliant upon work permit fees from foreign workers), and which incorporates social partners and the beneficiaries of E-TVET at all levels;
- Considering how best to devolve centralized budget management authorities to encourage training providers to effectively manage their resources and show initiative in this area;
- Further development of the emerging monitoring capacity led by the E-TVET secretariat with international assistance, including capacity for programme evaluation and analysis. The systematic provision of information about sector performance, results and comparison between programmes and institutions would be a key objective;
- Resolving disconnects between E-TVET policy and strategic planning processes, and ensuring that costs and budget modalities for developed strategies and action plans are integrated with the medium term budget planning process; and
- Overcoming fragmentations in sector budget management and resource allocation processes where there is no central body able to make resource allocation decisions or set priorities on a sectoral basis across the E-TVET sector.

Budget and financing issues for E-TVET institutions

A number of sector agency-specific financing issues have arisen in the course of consultation on development of this strategy, and through analysis of the finances and budgets of E-TVET sector agencies, and which are relevant to considerations for developing effective future funding arrangements. A summary of the more salient issues include:

- The need to increase and allocate funds to improve capital equipment and infrastructure for E-TVET secondary education and development of curricula involving significantly more practical training in work locations, internship-based activities, and engagement of the private sector;
- Addressing the issue of the resourcing and system of selection, appointment and remuneration of E-TVET teachers/trainers/managers, such that these are properly qualified and experienced to lead training and instruction in E-TVET institutions;
- Regulations which restrict the VTC in being able to retain revenue for cost recovery of services and goods it provides in the nature of training, or enable it to maintain and increase its revenues, productivity and efficiency, and establish partnerships with the private sector;
- Uncertainty regarding Al Balqa's financial situation vis-à-vis vocational education which, on the available information, is significantly under-funded with regard to vocational education;
- Developing a future and sustainable revenue source to enable the E-TVET Fund to carry out its mission; and
- Shortfalls in resourcing of CAQA to effectively undertake all its functions.

Looking Ahead to 2014 to 2020

Based on the achievements so far and the identified accomplishments yet to be realised, the following spells out the strategic result for 2014 to 2020 as well as the targets for this period. In addition, the key actions needed to achieve the targets are outlined.

Strategic Result for the next period 2014 to 2020

The Strategic Result that will be achieved over the period 2014 to 2020 is:

Sustainable and effective funding of the E-TVET Sector

Performance Indicators

There are number of performance indicators that will measure the extent to which the strategic result (sustainable and effective funding of the E-TVET Sector) has been achieved. These performance indicators include:

- Level of spending on TVET from Government sources.
- Level of spending on TVET from Government sources as a % of GDP.
- Level of investment in TVET from all public and private sources.
- Level of investment in TVET from all public and private sources as a % of GDP.
- Level of spending on E-TVET as % of education expenditure.
- Percentage of revenue from income generation activities within TVET providers.
- Variations in government sector funding based on TVET provider performance (Performance/results -based funding).

- Costs per capita of students and graduates of TVET institutions and providers.
- Utilization rates of facilities and equipment.

Targets for ensuring sustainable E-TVET Funding and sound financial management

The specific targets that will, if achieved, contribute to the strategic result are:

1. A properly developed economic model for public and private investment in E-TVET in Jordan – drawing on the evidence and data - which demonstrates how E-TVET contributes to economic growth, employment, wages, and productivity improvements and an increase in the tax base and government revenue, and which is accepted as a basis for financial/policy analysis and developing resource allocations and funding in accordance with E-TVET's economic contribution and opportunities.
2. Government funding of the E-TVET sector is gradually increased from 2015, so that it is comparable with and moves towards international practice i.e. up from 0.3% to a quantum that is closer to 1.0% of GDP.
3. The system of financing E-TVET embodies resource mobilization and allocation strategies that are based on results, focus on enhancing performance of the system, and are founded on transparent, credible and well understood indicators of achievement and performance.
4. Implementation of a sustainable E-TVET funding model based on international practice, which incorporates an enterprise payroll tax (i.e. paid by the employer), designed in consultation with employers, which provides incentives for training and achievement of policy objectives with regard to target groups, social partner engagement and economic development.
5. A system of selection, appointment and remuneration of E-TVET teachers /trainers/managers is implemented such that this attracts properly qualified and experienced individuals to lead training and instruction in E-TVET institutions.
6. The existing MTEF budget infrastructure is actuated to effectively incorporate the E-TVET strategy and action plan – its costs and budgets - into the government budget and MTEF, and sector financial management takes place within the framework of the MTEF and based on modern performance/results oriented principles.
7. The E- TVET Council is mandated with the authority to make decisions and priorities about allocation of all resources across the E- TVET sector;
8. The VTC, and other TVET institutions as appropriate, are able to retain revenue for cost recovery of services/goods provided in the nature of training, develop sustainable revenue generation sources, establish partnerships with the private sector, and provided with appropriate autonomy to respond flexibly to local market needs.
9. Adequate resources are available to resolve shortfalls for capital equipment and infrastructure for vocational secondary institutions, and for supporting CAQA to effectively undertake all its functions and mandate.
10. Sustainable and appropriate financial models and funding sources are developed for the E- TVET fund to fulfil its mission and for Al Balqa Applied University with regard to its TVET responsibilities.

Key Actions

In order to realise these targets and their contribution to the strategic result for improving the performance of the E- TVET System in Jordan, a number of key actions will be undertaken. These are summarized as follows:

1. Formulation of a properly developed and justified business case, and economic model for investment in E-TVET in Jordan which demonstrates how this contributes to economic growth, employment, wages and productivity improvements and an increase in the tax base and government revenue.
2. Design and implementation of a sustainable E-TVET funding model based on international practice, which incorporates an enterprise payroll tax (i.e. paid by the employer), designed in consultation with employers, and which provides incentives for training and achievement of policy objectives with regard to target groups, engagement of social partners and economic development.
3. Initiation of a coordinated process of legal review and changes of the relevant elements of the E-TVET legal framework such that the E-TVET Council is mandated with the authority to make decisions and priorities about allocation of all resources across the E-TVET sector.
4. Establishment of a working group under the aegis of the E-TVET Council and comprising relevant sector official and stakeholders, to advise on the steps to achieve incorporation of the E-TVET strategy and action plan and phasing in of sector financial management within the framework of the MTEF and based on modern performance/results oriented principles
5. Design and implementation of a program of capacity development for financial and budget managers and officials based on the MTEF and modern performance/results oriented principles.
6. Change and/or develop regulations/policies which will permit the VTC, and other TVET institutions as appropriate, to retain revenue for cost recovery of services and goods provided in the nature of training, develop appropriate and sustainable revenue generation sources, establish partnerships with the private sector, and provide autonomy for TVET institutions to respond flexibly to local market needs.
7. Increase and allocate funds to improve capital equipment and infrastructure for vocational secondary institutions and to CAQA to effectively undertake all its functions and mandate.
8. Commission a study to determine the facts about Al Balqa's financial situation vis-à-vis vocational education as a basis for informed decision-making about a sustainable and appropriate financial model in view of its mission for delivery of TVET.
9. Incorporate the requirements of the E-TVET Fund for an assured future and sustainable revenue source into the arrangements for the recommended design and implementation of a sustainable E-TVET funding model based on an enterprise payroll tax.
10. Undertake a review of the system of selection, appointment and remuneration of E-TVET teachers/trainers/managers to address the issues relevant to ensuring that properly qualified and experienced individuals are appointed to lead training and instruction in E-TVET institutions.

References Cited

The Jordan National E-TVET Strategy 2014 – 2020 draws on a number of relevant documents prepared by local and international agencies, and includes those prepared by the Government of Jordan outlining its plans and priorities relative to the E-TVET sector.