

### Dimensions

### Status

#### 1. Strategic Framework

The government has prioritized workforce development (WfD) as a key element of Jordan's economic progress, but there is little evidence indicating that WfD is aligned with the country's economic development plans. The roles and responsibilities of key stakeholders in WfD remain fragmented, with a lack of consistent and visible leadership. In addition, there is no unified and agreed vision and strategy, with employers having limited influence in shaping and implementing WfD priorities.

Emerging



#### 2. System Oversight

The quality assurance systems (including standardization, certification, accreditation, and assessments) lack coherence, structure, transparency and consistency. This situation will not improve until a well-designed and integrated national system is put in place. Furthermore, funding of the WfD system has limited provisions to ensure high performance and optimum resource utilization.

Emerging



#### 3. Service Delivery

Industry stakeholders provide only occasional input into training curricula, and their role in the governance of training institutions is limited. Few incentives are offered to both state and non-state providers to meet quality standards and expand. A culture of monitoring and evaluation, aided by available and reliable data, is currently underdeveloped.

Emerging



## Table of Contents

Executive Summary.....	3
1. Introduction .....	5
2. Country Context.....	7
3. Key Findings and Policy Implications .....	11
4. Aligning Workforce Development to Key Economic and Social Priorities.....	16
Socioeconomic Aspirations, Priorities and Reforms.....	16
SABER-WfD Ratings of the Strategic Framework.....	19
Implications of the Findings.....	23
5. Governing the System for Workforce Development .....	26
Overall Institutional Landscape .....	26
SABER WfD Ratings on System Oversight.....	29
Implications of the Findings.....	35
6. Managing Service Delivery.....	37
Overview of the Delivery of Training Services.....	37
SABER-WfD Ratings on Service Delivery .....	39
Implications of the Findings.....	42
Annex 1: List of Acronyms.....	44
Annex 2: The SABER-WfD Analytical Framework .....	45
Annex 3: Rubrics for Scoring the SABER-WfD Data .....	46
Annex 4: Sources.....	53
Annex 5: Detailed Scores .....	56
Annex 6: Authorship and Acknowledgements .....	57

## Executive Summary

Human Development in Jordan has witnessed significant progress over the past two decades, in line with Jordan's vision to become a regional leader through leveraging its strong human capital base into a skills, knowledge and innovation driven economy. Evidence of progress on this front is provided by the advancement of the country's human development and education indicators. Between 1980 and 2011, the Human Development Index (HDI) value increased by 29 percent, the adult literacy rate reached 92.6 percent, the primary school completion rate hit 100 percent and combined gross enrolment reached 79 percent. In the decade prior to the global financial slowdown of 2008 and the subsequent political unrest in the region, Jordan experienced rapid economic growth, outperforming the MENA average.

Nevertheless, contrary to conventional wisdom, the economic growth and human development improvement was not accompanied by improvement in other socioeconomic indicators such as employment rates or productivity/value chain progression in specific sectors/industries. In particular, the labor market continues to face daunting challenges. Unemployment rates have hardly moved in the past decade, remaining within the 12 to 14 percent range (based on officially reported figures, 'real' unemployment hovers at higher levels), and participation rates – especially for females – are among the lowest in the world. There are clear mismatches in skills supply and demand, driven by skills inadequately addressed by the current Workforce Development (WfD) system. Supply in the WfD sector is primarily constrained by the increased focus on investment in professional/high skilled labor and R&D/scientific fields and less on technical and vocational education and training (TVET). This should not overshadow the challenges facing the Jordanian economy on the demand side, including: job creation, up-skilling the existing workforce, and progressing up the value chain to improve wages and working conditions for Jordanians. The share of working age population is on the rise, with many of them in the midst of starting their families. They represent both: (a) a

pool of potential employees and a market for consumer goods and services; and (b) the associated demand for skilled workers to produce and sell these products. In a context with low labor market participation, this potential is yet to translate into the tangible form of jobs and sustained income growth.

Against this background, the SABER-WfD diagnosis in Jordan reveals the weaknesses and gaps in specific aspects of policies, whereby strategies, institutions and service delivery fall short of what might be characterized as global good practice. The various underlying problems are well understood, yet there is a lack of consistency in addressing them through an integrated approach that: (a) examines the institutional landscape and policies that influence skills supply and demand such as the government's economic policies (including wage, tax, trade and spending policies), education policies and labor policies, as well as the external factors and global trends such as demographic changes, globalization and technological advances, urbanization, and climate change; (b) coordinates the implementation of appropriate policy responses through a unified vision; and (c) monitors progress on reform. The results reveal how the lack of an integrated approach and clear leadership result in disconnect between economic development priorities and WfD agenda.

The results summarized below rates Jordan at the **Emerging** level for all three functional dimensions of policies and institutions in the SABER-WfD analytical framework: (a) Strategic Framework; (b) System Oversight; and (c) Service Delivery. Closer examination of the nuances underlying these scores shows that Jordan has a sound and emerging infrastructure of policies and institutions for WfD and an extensive track record of good practice as part of longstanding WfD reforms. However, the capacity to translate policies into results remains weak. Addressing such gaps to achieve an *all-encompassing reform* will require sustained effort and collaboration across stakeholders inside and outside government, especially employers and service providers

Transforming WfD in Jordan can follow the trajectory of other successful reforms by focusing first on incremental, but tangible progress on the ground to provide inspiration and momentum. Comparing Jordan's results with Ireland's, for instance (rated as 'emerging' for the strategic framework and system oversight dimensions in 1980 and progressing to 'advanced' level for all three dimensions in 2000) shows that significant progress can be made across the three dimensions, starting with a strong strategic

framework. Hence, an urgent priority in Jordan lies in empowering an apex-level body to guide this effort, in line with the recommendation emanating from both the National Agenda (NA) and the National Employment Strategy (NES). Such apex-level leadership can drive this agenda by implementing an action plan designed to deliver early and credible results, which in turn will facilitate learning across the system and serve as a basis for scaling up proven ideas.

## 1. Introduction

Jordan's limited natural resources and weak industrial base have rendered human capital a prime driver for economic development in the country. Jordan enjoyed almost a decade of rapid economic growth – higher than the MENA region's average – prior to the global financial slowdown of 2008 and the subsequent political unrest in the region, known as the 'Arab Spring'. Both the political and economic crises have sapped short-term growth prospects in the country, tightened budgets even further, and led to an increase in the already-high unemployment rates. It also increased the urgency of boosting Jordan's economic competitiveness and renewed concerns about the implications of its rapidly growing population – one of the highest growth rates in the world – with a young demographic profile in which 70 percent are below the age of 30, a demographic 'gift' that could turn into a 'curse' if not utilized and invested in wisely. Workforce development (WfD)<sup>1</sup> is therefore viewed by the Government as an important means to tackle the demographic challenges as well as improve the country's socio-economic prospects and create a skill intensive, knowledge based economy<sup>2</sup>.

To inform policy dialogue on these important issues, this report presents a comprehensive diagnostic of the country's WfD policies and institutions. The results are based on a new World Bank tool designed for this purpose. Known as SABER-WfD, the tool is part of the World Bank's initiative on Systems Approach for Better Education Results (SABER) that aims to provide systematic documentation and assessment of the policy and institutional factors that influence the performance of education and training systems. The SABER-WfD tool encompasses initial, continuing and targeted technical and vocational education and training (TVET) that are

offered through multiple channels, and focuses largely on programs at the secondary and post-secondary levels.

## Analytical Framework

The tool is based on an analytical framework<sup>3</sup> that identifies three functional dimensions of WfD policies and institutions:

- (1) *Strategic framework*, which refers to the praxis of advocacy, partnership, and coordination in relation to the objective of aligning WfD in critical areas to priorities for national development;
- (2) *System oversight*, which refers to the arrangements governing funding, quality assurance and learning pathways that shape the incentives and information signals affecting the choices of individuals, employers, training providers and other stakeholders; and
- (3) *Service delivery*, which refers to the diversity, organization and management of training provision, both state and non-state, that deliver results on the ground by enabling individuals to acquire market- and job-relevant skills.

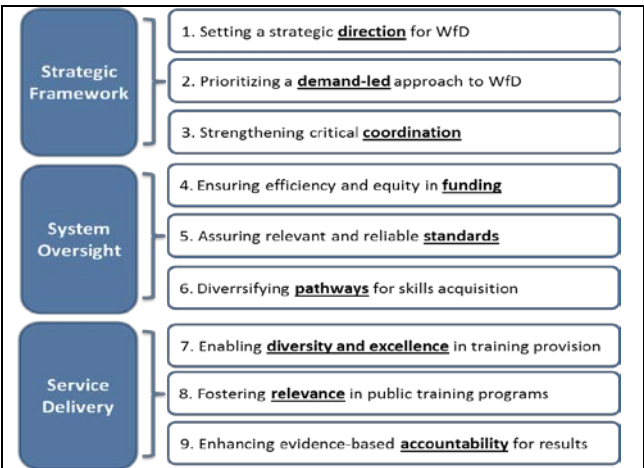
Taken together, these three dimensions allow for systematic analysis of the functioning of a WfD system as a whole. The focus in the SABER-WfD framework is on the institutional structures and practices of public policymaking and what they reveal about capacity in the system to conceptualize, design, coordinate and implement policies in order to achieve results on the ground. Each dimension is composed of three Policy Goals that correspond to important functional aspects of WfD systems (see

<sup>1</sup> See Annex 1 for a list of acronyms used in this Report.

<sup>2</sup> WfD in this context refers to preparation of the nation's workforce via basic through to post-secondary technical and vocational education/training as well as employment and job-training efforts designed to help employers get a skilled workforce, and help individuals better utilize their skills and succeed in the workplace.

<sup>3</sup> For an explanation of the SABER-WfD framework see Tan et al 2013.

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



Source: Tan et al. 2013

Figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more detail about the system.<sup>4</sup>

Implementing the Analysis

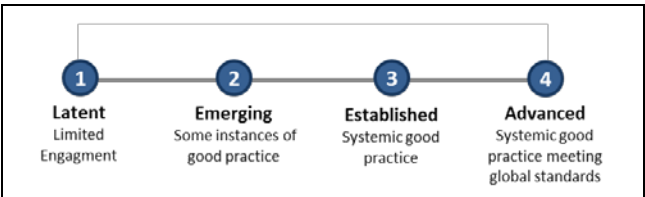
Information for the analysis is gathered using a structured SABER-WfD Data Collection Instrument (DCI). The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions. For each Topic, the DCI poses a set of multiple choice questions which are answered based on documentary evidence and interviews with knowledgeable informants. The answers allow each Topic to be scored on a four-point scale against standardized rubrics based on

<sup>4</sup> See Annex 2 for an overview of the structure of the framework.

available knowledge on global good practice (see Figure 2).<sup>5</sup> Topic scores are averaged to produce Policy Goal scores, which are then aggregated into Dimension scores.<sup>6</sup> The results are finalized following validation by the relevant national counterparts, including the informants themselves.

The rest of this report summarizes the key findings of the SABER-WfD assessment and also presents the detailed results for each of the three functional dimensions. To put the results into context, the report begins below with a brief profile of the country’s socioeconomic makeup. It follows with a summary of SABER-WfD key findings and overall policy implications. A discussion of each of the three dimensions and respective policy goals is then presented in the last three chapters of the report.

Figure 2: SABER-WfD Scoring Rubrics



Source: Tan et al. 2013.

<sup>5</sup> See Annex 3 for the rubrics used to score the data. As in other countries, the data are gathered by a national principal investigator and his or her team, based on the sources indicated in Annex 4; and they are scored by the World Bank’s SABER-WfD team. See Annex 5 for the detailed scores and Annex 4 for a list of those involved in data gathering, scoring and validation and in report writing.

<sup>6</sup> Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule: 1.00 ≤ X ≤ 1.75 converts to “Latent”; 1.75 < X ≤ 2.50, to “Emerging;” 2.50 < X ≤ 3.25, to “Established;” and 3.25 < X ≤ 4.00, to “Advanced.”



## 2. Country Context

The Hashemite Kingdom of Jordan is a small and young Arab country that is strategically located in the Middle East. It is an upper middle income country that is classified as a country of medium human development and is considered an emerging market with an open economy – the third freest in West Asia and North Africa. Unlike many oil-rich countries in the Arab region, Jordan has limited natural resources with high energy import dependency, and has been increasingly relying on foreign aid and remittances from Gulf economies.

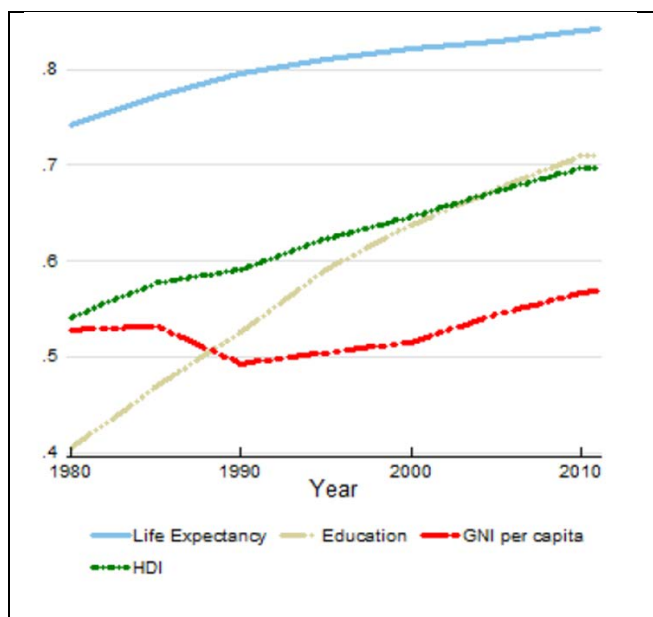
Over the past 10 years, Jordan has established a good track record of structural reforms across a number of areas. Reforms have progressed particularly well in the areas of education and training, health, privatization of services and trade liberalization. The government is also working towards social protection system reforms, greater public private partnership, and tax reform. While Jordan has not experienced its own ‘Arab Spring’, the revolutions that swept certain Arab countries and political unrest in neighboring countries have had implications for Jordan. The country is now under pressure and scrutiny to deliver more tangible results on the political, economic and social fronts. People are demanding greater political and governance reforms for improved living conditions, stronger citizen voice and further accountability. In response to these demands, the government introduced major political reforms, most importantly amending the Constitution to strengthen political and human rights. It issued the new Constitutional Court Law, advanced a new election law, and established an independent Election Commission. On the social and economic fronts, employment and WfD are at the top of the government’s agenda, and efforts are being directed towards providing better opportunities for citizens that can ultimately improve their economic and social prospects.

Human Development has been a priority for the government over the last two decades, with a particular focus on education/WfD where a number of reforms and initiatives to improve the system across all levels were implemented. The country has achieved good results reflected in a 29 percent

increase in the Human Development Index value since 1980 (see Figure 3); moving Jordan’s rank up to 100 out of 187 in 2011. Among the key education reforms is the sector level intervention “Education Reform for Knowledge Economy Project” (ERfKE). Supported by the World Bank and multiple donors, ERfKE aims to transform the education system at the early childhood, basic, and secondary levels to produce graduates with the skills needed for the knowledge economy. The Jordan Education Initiative (JEI) is another important reform that introduced information and communication technology (ICT) and e-learning resources into Jordanian classrooms to support innovative teaching practices.

**Economic reform and growth:** In the early 1990s, the government began reforms to restructure

**Figure 3: Jordan’s Human Development Scores, 1980-2010**

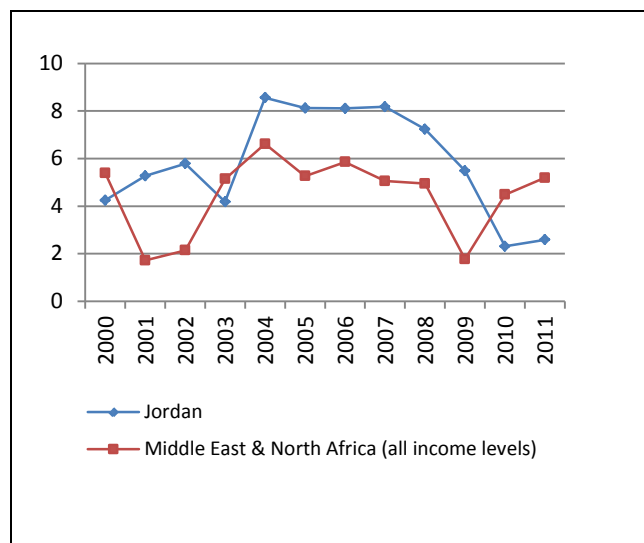


Source: Human Development Report, 2011

Note: When computing the HDI indices for the dimensions of health, education and living standards, HDI determines minimum and maximum values for each index and sets them equal to 0 and 1, respectively. The normalized scores presented above thus indicate where Jordan stands with respect to these minimum and maximum values. The overall HDI score is the geometric mean of the three component dimension scores. Details on what each index takes into account and procedures for computing the scores may be found at <http://hdr.undp.org/en/statistics/hdi/>.

economic activities, focusing on trade liberalization and privatization of services to reduce government ownership across major economic sectors including electricity, transport and telecommunications. After joining the World Trade Organization, Jordan has made significant efforts to open new markets through property rights reforms, tariff reductions and a series of bilateral and regional trade agreements with the US, Turkey and the EU (including reaching an advanced status agreement with the EU in 2010). As a result of these economic and market-oriented reforms and a favorable external environment, Jordan's economy grew at an average of 6.7 percent per year<sup>7</sup> between 2001 and 2011, outperforming the Middle East and North Africa (MENA) region's average (see Figure 4) of 4.5 percent, despite high oil prices that increased growth in the resource-rich countries. The growth was underpinned by Foreign Direct Investments (FDI) to the real estate and construction sectors as well as productivity growth. FDI grew substantially, averaging 10.1 percent of GDP over the decade, compared with an average of 2.4 percent of GDP for MENA countries, 3.1 percent for Europe and Central Asia (ECA) countries and 3.2 percent for East Asia countries.<sup>8</sup> However, these accelerated growth spells were seriously impacted by the global financial crisis in 2009-2010, raising questions over the sustainability of Jordan's economic performance due to its strong ties to the Gulf economies and reliance on foreign aid. FDI, tourism and remittances fell dramatically in 2011; weak economic activity and increased fiscal challenges have brought about a drop in revenues and widened the budget deficit to 6.8 percent of GDP. Coupled with interruptions in the gas supply from Egypt and increased fuel burdens, growth slowed to 2.3 percent in 2011 and has not returned to pre-crisis levels since. Despite

**Figure 4: Annual GDP Growth: Jordan, MENA average (%)**



Source: WDI

the drop in growth, Jordan was successful in boosting its competitiveness by seven notches to rank 64<sup>th</sup> out of 144 countries in the 2012 Global Competitiveness Index.<sup>9</sup> However, Jordan's small, open and energy dependent economy will remain vulnerable to external shocks, particularly with the surrounding political turmoil, and will likely face a worsening fiscal situation.

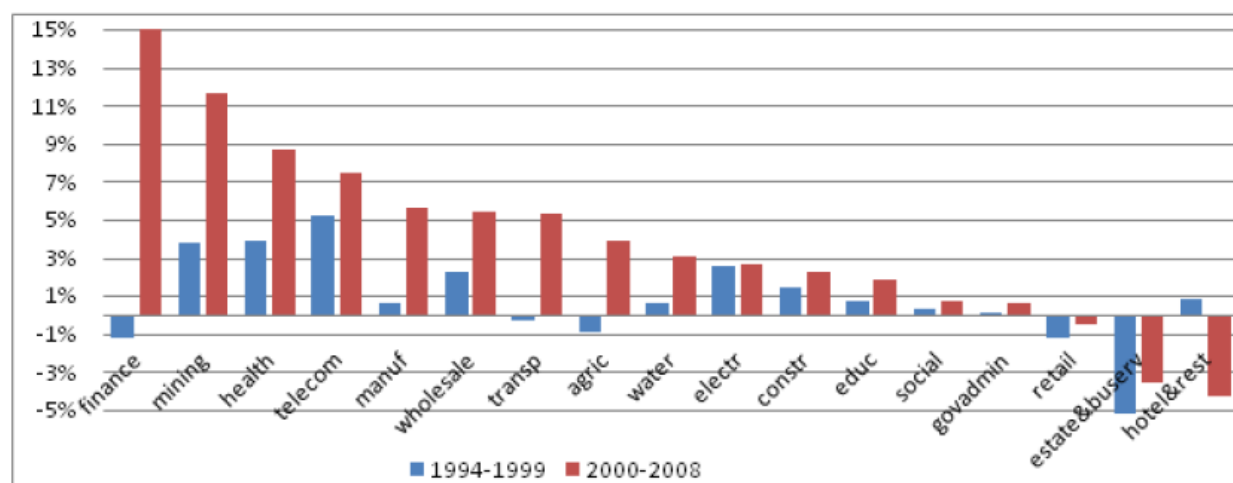
**Productivity:** While productivity growth was negative for two decades when primary production factors (labor and capital) were the main growth drivers in Jordan, there has been a significant rise in productivity growth since the 2000s (see Figure 5). Total factor productivity has emerged as a key driver for economic growth in Jordan, reflecting a real improvement in the efficiency of production in the private sector. This steady rise in productivity is linked to trade and investment liberalization, greater market openness and privatization of key services. The highest annual productivity growth between 2000 and 2008 was seen in the financial, mining, health, ICT, manufacturing, wholesale trade and

<sup>7</sup> World Development Indicators, The World Bank

<sup>8</sup> Jordan Development Policy Review 2012, Social and Economic Development Group, MENA, The World Bank

<sup>9</sup> The Global Competitiveness Report 2012-2013, World Economic Forum



**Figure 5: Labor Productivity Growth within Sectors (Annual Growth Rates) (2012)**

Source: Jordan Development Policy Review, the World Bank

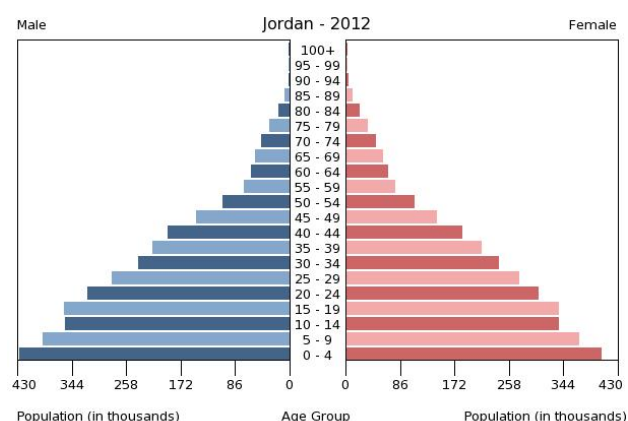
transportation sectors (above 5%).<sup>10</sup> In contrast, the tourism, real estate and retail trade sectors experienced a decline in productivity, while government services productivity almost stagnated. This indicates considerable potential for further productivity increases from the movement of labor from low to high productivity sectors.

**Poverty and inequality:** Though Jordan has made significant progress when it comes to poverty reduction, cutting poverty incidence from 21 percent in the late 1990's to 13 percent in 2006<sup>11</sup>, the impact has been uneven, widening geographical inequalities. Higher poverty incidence occurs in rural areas, particularly in the south. Moreover, the situation has changed considerably since 2006. The sharp increase of food and oil prices as a result of the global economic crisis and regional turmoil, added to the removal of government fuel subsidies due to fiscal challenges, has put tremendous pressure on the living standards of those at the bottom of the income distribution. By 2010 the country had identified 32 poverty pockets, an increase from 2006 when 22 areas were declared as such.

<sup>10</sup> Jordan Development Policy Review 2012, Social and Economic Development Group, MENA, The World Bank

<sup>11</sup> Country Partnership Strategy for Jordan 2012, IBRD and IFC, The World Bank

**Demographics:** Jordan is a relatively small country with a population of 6.4 million, growing at an average annual rate of 2.2 percent<sup>12</sup>. The population is around 80% urban and is one of the youngest among upper-middle income countries (see Figure 6), with 38 percent under the age of 14, and 19 percent between the age of 15-24 years. Fertility rate stands at 3.8 percent in 2011 (4.2% in rural areas), higher than MENA average.

**Figure 6: Population Pyramid (2012)**

Source: The World Factbook

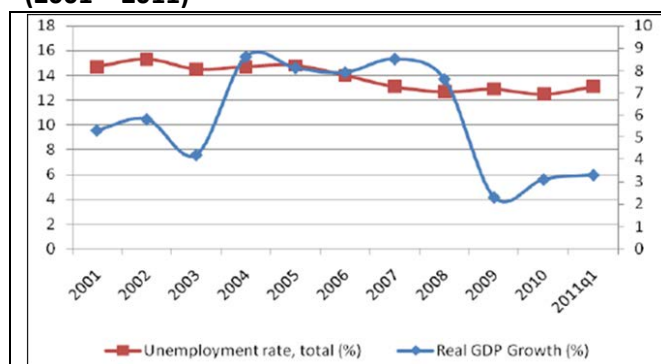
<sup>12</sup> The World Bank (Data Bank)

The working age population stands at 57 percent, and it is on the rise due to the demographic structure of the population. For historic reasons, a large percentage of the population is of Palestinian descent. In addition, around two million registered Palestinian refugees live in Jordan – 31.5% of Jordan's population.<sup>13</sup> The political unrest in neighboring countries and events over the past decade have resulted in a high influx of refugees from other Arab countries such as Iraq,<sup>14</sup> Syria and Libya, fundamentally changing the economy and demography of Jordan.

**Employment:** Contrary to conventional wisdom that sustained growth rates generate jobs and therefore reduce unemployment, Jordan has experienced little correlation between high growth and unemployment rates (see Figure 7). Growth has not been sufficient to generate enough quality jobs, resulting in a persistent structural unemployment of around 13 percent that remains high and is likely to increase. This is in part due to the country's rapidly growing labor force, but also due to skewed incentives to hire and work. Highly skilled labor in particular has sought employment abroad, mostly in oil producing countries of the Gulf Cooperation Council (GCC). An estimated 457,000 net jobs were created during the period of economic growth (2000-2008); almost 42

percent of which were in the public sector. Most jobs created in the private sector were occupied by non-Jordanian workers. While Jordan's working-age population is almost 3.5 million, more than two million are inactive. The working-age population is projected to increase from 3.4 million in 2009 to 4.4 million in 2020 and to 6 million in 2030<sup>15</sup>, which will pose tremendous challenges in terms of absorbing new entrants to labor market. The labor force participation rate of those above the age of 15 is among the lowest in the world (40 percent overall), with an important gender gap (rates are 65% among males and 15% among females).

**Figure 7: Real unemployment and Growth (2001 – 2011)**



Source: WDI

<sup>13</sup> UNRWA, 2013

<sup>14</sup> According to Jordan's Department of Statistics (DoS), over half a million Iraqis are currently residing in the country.

<sup>15</sup> Jordan National Employment Strategy, 2012

### 3. Overview of Key Findings and Policy Implications

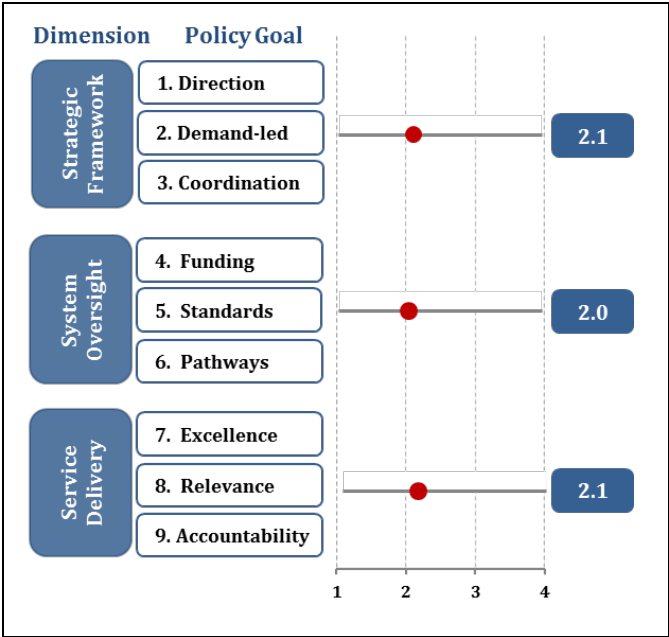
This chapter highlights findings from the assessment of Jordan’s WfD system based on the SABER-WfD analytical framework and tool. The focus is on policies, institutions and practices in three important functional dimensions of policymaking and implementation—strategic framework, system oversight and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

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

#### Overview of the SABER-WfD Assessment Results

The scores for Strategic Framework, System Oversight and Service Delivery are all rated at the **Emerging** level. Figure 8 shows the overall results for the three Functional Dimensions in the SABER-WfD framework. The score for each functional dimension is an aggregation of the scores for the underlying Policy Goals associated with it. The findings suggest that while there is wide recognition of the importance of WfD among policy makers, policies and institutions for WfD grow progressively weaker as the focus shifts from high-level recognition to policy conceptualization, oversight and implementation. Many of the gaps identified share common root causes, implying that addressing a selected gap may lead to progress on related fronts.

Figure 8: Jordan’s Dimension-Level Scores



Note: see Figure 2 for an explanation of the scale on the horizontal axis.

Source: based on analysis of the data collected using the SABER-WfD questionnaire.

To improve system performance, there is a need for greater coherence between the demand for skills and the supply through consistent interventions from policy design through to implementation.

#### Policy Implications of the Findings

Reforming WfD system is a lengthy process requiring strong leadership at all levels, a willingness to experiment, and most importantly consistency/coherence in setting and implementing long-term national goals. Achieving coherence in WfD policies requires a simultaneous consideration of the demand for skills as well as the supply.

The critical need for the right skills to increase the employability of youth and to help accelerate overall growth has frequently been raised in Jordan’s national dialogue. Hence, the diagnosis within this report does not differ from the issues the government is seeking to address. Jordan’s National Agenda (2006), Executive Development Plan (2011) and the National Employment Strategy (2012) all

place WfD at the forefront of Jordan's priority reform strategies, where specific goals and targets have been set. To achieve these goals, high-level policies need to be translated into implementable actions that enhance the skills development and education systems. Within a complex context, successful initiatives and pilots are critical building blocks that facilitate achieving all-encompassing results across the entire skills development system. International experience in addressing similar issues demonstrates that progress can be achieved only through a 'learning to do' and 'do to learn' approach that is strongly supported by continuous and timely feedback to guide implementation as well as self-correcting adjustments of policy actions.

Based on the assessment, the following actions may provide a starting point for dialogue on strengthening Jordan's WfD policies and institutions. The actions identified here are not listed based on priority, but rather linked to each policy dimension, recognizing that progress on WfD issues is best achieved in steps. The prioritization of actions must result from an ongoing dialogue and assessment by Jordanian policymakers that considers the local conditions and environment.

**Strategic Framework:** Bringing together the elements of strong strategic framework for WfD requires visible leadership and advocacy based on an understanding of and conviction about the role and nature of WfD in national development. It necessitates sound judgment in identifying strategic priorities and in mobilizing collaborative effort to solve critical short-run challenges while keeping an eye on longer-run ambitions for WfD and national socioeconomic goals. This calls for a concerted effort to remove practical roadblocks to cross-sector cooperation among diverse stakeholders where such cooperation is vital for achieving critical breakthroughs. Despite some positive developments at the strategic governance level in recent years, there remain key actions for policymakers to consider for improving the Strategic Framework of WfD in Jordan:

**1. Establishing an apex-level WfD body.** The establishment of the Employment, Technical and

Vocational Education and Training (E-TVET) Council in 2008 to serve as an umbrella body for coordinating E-TVET strategies at the sectoral level was a step forward. However, the Council is yet to play the envisioned role. This is due to legislation hurdles and overlapping mandates across key stakeholders. Furthermore, the Higher Council for Human Resource Development (HCHRD), which was to be established according to the National Agenda as the umbrella for the three councils (E-TVET, Education and Higher Education), has yet to materialize. This institution could serve as a champion for the introduction and enforcement of measures to create a coherent WfD system. It could also act as an inter- and intra-sectoral coordination body for: (a) comprehensive assessments of national economic prospects and implications for skills supply and demand; and (b) alignment of education, higher education, labor, and economic and trade policies.

Going forward, the government may consider establishing an apex level body that has a legally defined mandate to oversee WfD policies and ensure the implementation and coordination of key priorities. This body would also be responsible for ensuring that players have clear roles and for enforcing accountability for results driven by defined strategy and priorities (see Figure 10 in chapter 4). Measures would need to be taken to avoid the past pitfalls and to enable institutions to function as envisioned and not just to add another layer of decision making, including: (a) providing adequate resources to the E-TVET Council for implementing strategies; (b) officially authorizing the Council to develop sectoral strategies, introduce coordination mechanisms and ensure compliance across stakeholders; (c) establishing a clear and well-communicated definition of the roles and responsibilities of all the agencies/entities involved; (d) establishing an independent Executive Secretariat set outside the Ministry of Labor (MoL) to support the Council and act as the single entry point for all issues related to E-TVET reform; (e) setting criteria for Board members, and establishing clear roles and responsibilities together with compliance and accountability measures; (f) increasing inclusiveness through the election of private sector representation at the sector level (not appointment); (g) enabling

the National Center for Human Resources Development (NCHRD) to take a leading role in information management and evidence-based policy analysis through convening stakeholders as needed, conducting assessments of skills across economic sectors, and institutionalizing a formal feedback process at all stages of dialogue and implementation; and (h) adequately rationalizing MoE's VET and MoL's VTC programs to address the current disconnects.

**2. Adopting a demand-driven approach led by industry and the private sector.** Partnership with industry and the private sector is key to progressing the WfD agenda, and they should be given a leading role in identifying priorities, setting strategies, carrying out oversight and delivering training services. In the context of Jordan, this remains an area where there is room for improvement. While industries are well represented in committees and boards, their role is limited and their function needs to be clarified. This adds to the mismatch between what the labor market demands and what the TVET sector offers in terms of the design and delivery of training. However, a number of emergent initiatives that link providers with employers through joint training programs are being undertaken, such as the USAID supported Siyaha as part of the Public Private Partnership (PPP) framework that was developed by the Vocational Training Corporation (VTC) as a 'formal arrangement' for partnerships.

To enhance the scope of these pilot initiatives, the WfD diagnostic tool highlights actions proven effective in other countries. These include: (a) building upon the PPP Framework developed by VTC to institutionalize the role of industry as well as other stakeholders in planning, oversight and delivery of demand-driven training services (operationalizing MoUs with other sectors); (b) capitalizing on the successes of ALMPs in incentivizing employers and introduce financial and non-financial incentives to involve employers in both initial training and on-the-job training/skills upgrading; and (c) identifying areas of good practice to be replicated across other sectors, based on evaluations of pilots such as Siyaha; recognizing the challenge that would typically face scaling up of

pilots and the capacity of employers (particularly SMEs).

**System Oversight:** The main objectives of oversight are to facilitate efficient and effective skills acquisition by individuals to improve their employability and productivity, and to enable employers to meet their demand for skilled workers in a timely manner. The goal is to minimize mismatches in skills supply and demand, thereby enhancing the contribution of WfD to economic growth and social progress. Based on the diagnosis, system oversight is the weakest element in Jordan's WfD system and thus warrants special focus. The points below are very much interconnected, reflecting the need to establish an integrated system for funding mechanisms linked to quality assurance to improve system efficiency and effectiveness and diversify pathways for skills acquisition. This can only be achieved through a strong political will and leadership at all levels.

**3. Introducing a systematic performance-based funding mechanism that ensures diversification in resources and promotes non-state investments in TVET.** Funding arrangements - how money is mobilized, allocated, and channeled - shape incentives and therefore the decisions made by individuals, training providers, as well as employers and firms in their capacity as trainers and users of skills. WfD system in Jordan depends on limited resources, mainly from the state, with no linkage to performance resulting in little investments in innovation in service delivery. The establishment of the E-TVET Fund (Article 7 of E-TVET Council law in 2008) has been a good step towards improving efficiency in TVET funding, but further interventions will be needed to strengthen the funding aspect of the system.

The assessment highlights several actions that could be considered by policy-makers in the realm of system financing, these include: (a) moving from input-based financing to new performance-based funding mechanisms that provide incentives and accountability for increased efficiency and effectiveness; (b) offering greater autonomy at the institution level that would allow flexibility in responding to local market needs (for



example autonomy in managing funds, hiring staff, designing curricula and sector-specific training programs, developing partnerships), this would also require looking into changing demand-side financing mechanisms to achieve financial autonomy (such as introducing vouchers); (c) introducing competition into the system as a driver for greater incentives, quality and innovation at the institution (training delivery) level; (d) expanding the E-TVET Fund's financing criteria to include cost effectiveness, program evaluation, private sector feedback, placement rates, innovation, established demand, cost per trainee and ensure that it fulfills its mandate; (e) expanding the E-TVET Fund role as an engine for promoting innovation and scaling up good practices at the sector level through strong monitoring and evaluation mechanisms across all programs; and (f) aligning T-VET Fund role with the overall TVET sector policy at the national level and raising TVET providers' awareness of the Fund's criteria to facilitate their application for additional resources.

**4. Establishing a quality assurance system (accreditation, standardization and certification) that is uniformly enforced.** Creating reliable standards for quality in service provision and skills acquisition is an integral part of having efficient and effective system oversight. In Jordan, there are three accreditation/quality assurance systems within TVET: One for technical education (Higher Education Accreditation Commission – HEAC) and two for technical, vocational education and training (the Center for Accreditation and Quality Assurance – CAQA – and the Ministry of Education – VET. This is aggravating system fragmentation. The establishment of CAQA to regulate the quality of training and certification system for TVET is a good measure; however, it falls under the MoL's oversight, even though it technically reports to the E-TVET Council, and has inadequate by-laws in terms of the authority to enforce accreditation and competency standards across providers beyond the MoL. Thus, it lacks the autonomy and resources (financial and human resources) needed to play its envisioned role.

Going forward, policymakers may consider measures to: (a) ensure that the National Qualifications Framework (NQF) (including occupational standards) is fully developed and serves as the national

reference/standard for service provision and accreditation across all training providers; (b) provide adequate resources and strengthen CAQA to enable it to fulfill its role as an autonomous QA body closely linked with labour market reporting to HCHRD (alternatively the apex level body, if and when established,) ; (c) ensure that HCHRD mandate address the areas of fragmentation due to the existence of a triple accreditation/quality assurance system within TVET, within the overall framework of NQF; and (d) introduce robust testing protocols to accredit competency-based qualifications within and beyond the existing formal pathways; including a more rationalized pathways between MOE's VET, MOL's VTC, community colleges, and professional experience.

**Service Delivery:** Service delivery addresses implementation challenges in WfD that stand between a country's ambition for WfD to support economic development and what materializes in reality. Training providers, both state and non-state, are the main channels through which the country's strategic and systemic policies are translated into operational applications. Despite instances of good practice and some successful pilots, there remain areas of service delivery that require the following key actions:

**5. Ensuring accountability for results through robust monitoring and evaluation.** Training providers (both state and non-state) are loosely regulated, and there is a clear gap in terms of accountability for results at the WfD sector level to meet quality standards. This in part stems from: (a) limited monitoring and evaluation of the delivery of WfD services; (b) the lack of evidence based assessments; (c) the lack of linkages across training providers; and (d) the weak information base for communicating labor market needs.

The following actions may be considered: (a) enhance the monitoring and evaluation system at the sector level linked to accreditation and certification – where a TVET sector performance assessment system and a decision support system are now being developed under the Bank's supported ESDP in MoL; (b) introduce and enforce



accountability measures for both state and non-state providers through setting clear performance indicators; and (c) create a centralized database within NCHRD for tracking activities in the WfD system as a whole, for providing comparative data to individual providers to evaluate and improve their performance, and for building a strong labour market information system (LMIS) and career information that is tailored to be used in a structured and efficient way by specific users including students and parents, job seekers, employers, policy makers, universities to ultimately address mismatches in skills supply and demand. Such a database may be hosted in NCHRD, E-TVET Council Secretariat, or in the Apex-level body (when and if established), yet more importantly, ALL stakeholders and TVET providers need to be mandated to maintain regular data entry/update and report generation that feeds into the system wide report, which is currently being supported by the EDSDP along with a decision support system.

**6. *Providing training that is based on labor market requirements.*** Curriculum and training programs are still developed without adequate input from industry. Linkages between industry and training providers exist, but are largely sporadic and have yet to be institutionalized across the system as whole. In middle- to high-income nations, and especially in large industrialized nations such as the United States, Germany, and Japan, employer-based training programs are the main suppliers of middle- to higher-level skills training.

The assessment thus highlights the following actions: (a) introducing incentives to attract private sector investments in the delivery of training (financial and/or non-financial); (b) establishing new governance arrangements such as autonomous management boards; and (c) introducing competition that would encourage innovation in delivering market relevant programs of high quality (such competition would be not only between public and private providers but also within the public system).

## 4. Aligning Workforce Development to Key Economic and Social Priorities

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

### Socioeconomic Aspirations, Priorities and Reforms

#### Socioeconomic challenges in the context of WfD:

The current context of Jordan-Arab awakening poses a set of complex challenges for the country, but also provides an opportunity to address not only immediate political demands, but also institutional and structural reforms for creating an enabling environment for sustained growth and macroeconomic stability. At the core of creating such an environment is the challenge of employment, skills development and WfD. Despite Jordan's sustained economic growth, the economy has not been able to absorb the increasing influx of job seekers (60,000 new entrants annually and the number is on the rise) pushing the active-to-total population ratio to four non-active individuals to one active worker. It should be noted that this does not yet include the influx of Syrian refugees, where data is not yet readily available. This raises questions over the sustainability of Jordan's economic performance as well as the realization of the country's vision to emerge as a competitive, knowledge and skill intensive economy. A number of issues contribute to these structural economic challenges, including but not limited to: (a) the rapid increase in working age population due to changing demographics; (b) the weak performance of the WfD system given the lack

of linkages between training and labor market and the widening of the gap between private sector expectations and skill profiles available and being delivered; (c) the persistent public perception of TVET as a marginal tool for easing pressure on higher education, rather than a means for aligning labor supply with employers' demand for skills; and (d) the lack of adequate career guidance services and an inefficient network of job placement agencies.

Various reforms were introduced in an attempt to tackle the above challenges in the supply of and demand for skills; however, national efforts continue to follow a piecemeal approach, yielding modest results. Due to the disconnect in interventions, the gap between education and employment transitions has widened. Education reforms in Jordan have been successful in improving enrolment and the quality of education, leading to an increasingly educated workforce, yet the labor market has been moving towards low-skilled jobs. Additional interventions need to be implemented at all levels, including within the WfD system, starting with policy and governance and continuing through to implementation in order to address these structural mismatches and improve the status quo.

**National aspirations and guiding strategies:** To date, three major national documents have clearly identified national socioeconomic priorities and guided their implementation, of which WfD is a major component (see Box 1). The *National Agenda (NA)* (2005) provides the first major attempt to develop a coherent agenda for Jordan's socioeconomic and political development, giving new momentum to placing Jordan at the cutting edge of human development and prompting the beginnings of an era of serious all-encompassing change in Jordan. With its vision to *"to improve quality of life of the Jordanian citizen through improving standards of living, and providing social welfare and social security, and providing new job opportunities"*<sup>16</sup>, the agenda defines short-, medium-, and long-term goals along eight themes that were identified as national priorities: Political Development and Inclusion; Justice and Legislation;

<sup>16</sup> National Agenda, 2005

**Box 1: E-TVET Priorities in Principal National Strategies****The National Agenda (2006 - 2015)**

- (i) Increase workforce employability through adequate training and training programs aligned with market needs; (ii) Improve labor market flexibility and productivity through less stringent labor laws, coupled with the introduction of safety nets; and (iii) Increase workforce size through effective job placement and increasing the economically active segments of the population.

**The Executive Development Plan (2011 – 2013)**

- (i) Organize the Jordanian labor market and enhance workers productivity; (ii) Participate in raising the economic rate of the workforce; (iii) Enhance the vocational training system's efficiency and effectiveness to meet the labor market's needs and international standards and (iii) Contribute to decreasing the unemployment rate through provision of training and employment and (iv) stimulate investments to increase employment opportunities (replacing foreign workers with Jordanians)

**The National Employment Strategy (2012 - 2020)**

- (i) Upgrade the E-TVET Institutional Framework; (ii) ensure that vocational training programs are demand driven to meet the needs of the labor market in quantity and quality terms; examples of how NES seeks to achieve these objective: (a) Implementing school-to-work transition and employability programs; b) Activating vocational guidance in the basic stage; (c) review E-TVET Board composition and scope of accreditation body ; (d) Expand awareness campaigns to improve the image of vocational and technical education and training.

Investment Development; Financial Services and Fiscal Reform; Employment Support and Vocational Training; Social Welfare; Education, Higher Education, Scientific Research and Innovation; and Infrastructure Upgrade. The phases of Jordan's socioeconomic transition call for a focus on: (a) productive employment for all in the period 2007-12; (b) upgrading and strengthening the industrial base between 2013 and 2018; and (c) world-class competition in the world-wide knowledge economy from 2018 onwards. Two of the eight themes address the WfD issues of education and employment, proposing radical reform concepts and strategies.

Under the Employment Support and Vocational Training theme, the NA aimed to create 600,000 new jobs, halve the unemployment rate and reshape the skills of the labor force by expanding vocational training and employment support. On the E-TVET institutional framework specifically, the NA suggested a restructuring of the employment and

vocational training framework by establishing: (a) the Higher Council for Human Resource Development (HCHRD), (b) the Employment, Technical and Vocational Education and Training (E-TVET) Council, (c) the Outplacement Department, and (d) an independent Licensing and Accreditation Council for the Vocational Training sector. This national framework presented an all-encompassing strategy for addressing several of the issues mentioned above. However, this new institutional framework never materialized as envisioned. Among these recommendations, only the E-TVET Council and the accreditation center (CAQA) were established, with the latter not as an independent authority but rather as a unit that falls within the purview of the MoL both administratively and financially, while technically reporting to the E-TVET Council. While the NA has recognized the need to adopt a holistic approach and align employment and education interventions with investment development strategies (mainly through development of labor intensive and export oriented

industries and trade services), implementation has been mixed and sporadic, with some objectives being met, but many others falling behind.

Development Plans were developed to translate the vision of the National Agenda into implementable actions/plans, the most recent being the *Executive Development Program (EDP)* for the period 2011-2013. The Program is a comprehensive work plan adopting the recommendations of the National Agenda, His Majesty's letter of designation to the Government, and sectoral strategies (24 sectors prioritized) to complement previous programs and build upon achievements. The premises underpinning the EDP are based on the NA, and continue to underscore the role of education and skills development in tailoring the country's human capital to the needs of the private sector and propose several areas of intervention.

As a response to the fragmentation of interventions and deriving its vision from the NA, the *National Employment Strategy (NES)* was developed in 2012 and has adopted an integrative approach that examines investment policies, fiscal and monetary policies, education and higher education, vocational training, and social welfare, all through the lens of employment, with a vision to “Improve standards of living for Jordanians, through increased employment, wages, and benefits, and productivity improvements”. The NES promotes the gradual replacement of foreign workers by (skilled) Jordanians, addressing structural unemployment and the need to upgrade the E-TVET system. A committee headed by the Minister of Labour has been established in order to follow up on implementation of the NES action plan and recommendations. While implementation of short-term actions is underway, it is too early to assess progress.

It is important to note that the NA is the main guiding document for the country's plans and strategies. It is a high-level initiative formed by a Royal Decree, where a special committee was established under the Prime Minister's Office, comprising representatives from the Government, Parliament, civil society, the private sector, media

and political parties, to develop the agenda and monitor progress. The NA is currently being updated with a new timeframe. The EDPs are led by the Ministry of Planning (MoP) with more specific implementable plans. The NES, on the other hand, is a comprehensive employment strategy that stems from the NA but addresses Jordan's socioeconomic problems through the lens of employment. It was a joint effort of multiple stakeholders from the government and private sector, led by the MoL and MoP and supported by the World Bank. The NES provided more specific and concrete actions in the short, medium and long term through closely examining what has been implemented so far under the NA and previous national plans and building upon them.

**E-TVET Reforms:** Education has clearly been an area of concern for Jordan over the past two decades, and with the increasing focus on building the country's human capital to develop into a knowledge-based economy in recent years, it has been placed at the forefront of national priorities. Jordan has invested considerably in education since the onset of broader educational reform in mid 1980s and has achieved significant results at all levels (from basic to tertiary). The biggest share has gone into investments in professional/high skilled labor and R&D/scientific fields and less into other skill categories and fields. While E-TVET has received support, these investments have been comparatively less substantial. A number of E-TVET reforms are ongoing, which include: (a) the ERfKE Vocational Education (VE) component being undertaken in collaboration with the E-TVET Council to restructure and realign all elements of the secondary education vocational stream with the sector policy, program, certification, accreditation and quality assurance initiative; (b) the VTC restructuring and E-TVET Council institutional development under the Employer Driven Skills Development Project (EDSDP) supported by the World Bank, and (c) the reform of technical education to improve governance, management and relevance of community colleges under the Support to Higher Education Reforms Technical Assistance supported by the World Bank and the Canadian International Development Agency (CIDA) – but the draft law that is a prerequisite for

implementing these reforms is still in the pipeline stage, and so the reforms have taken place at a slow pace and international support was halted in 2012.

### SABER-WfD Ratings of the Strategic Framework

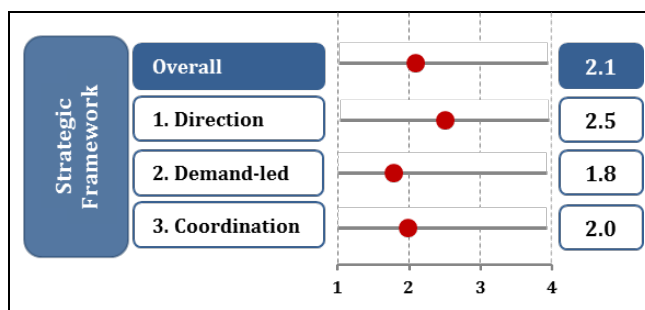
Based on data collected by the SABER-WfD questionnaire, Jordan receives an overall rating of 2.1 (**Emerging**) for the strategic framework Dimension (see Figure 9). This score is the average of the ratings for the underlying Policy Goals: (i) setting a strategic direction for WfD (2.5); (ii) fostering a demand-driven approach (1.8); and (iii) strengthening critical coordination among the actors at the leadership level of decision-making (2.0). The explanation for these ratings and their implications follow below.

#### Policy Goal 1: Setting a Strategic Direction for WfD

Leaders play an important role in crystallizing a strategic vision for WfD appropriate to the country's unique circumstances and opportunities. Their advocacy and commitment attract partnership with stakeholders for the common good, builds public support for key priorities in WfD, and ensures that critical issues receive due attention in policy dialogue. Taking these ideas into account, Policy Goal 1 assesses the extent to which apex-level leaders in government and in the private sector provide sustained advocacy for WfD priorities through institutionalized processes. Jordan scores at the **Emerging** level on this Policy Goal.

**Strategic Focus and Decisions on WfD:** The prioritization of WfD across all national plans demonstrates a level of government support and willingness to reform WfD. However, the clear and consistent leadership needed to translate vision into coherent actions with impact has yet to materialize. This is in part due to the lack of a visible champion capable of bringing the efforts of multiple national and international stakeholders together and mainstreaming good practice to create a critical mass for improvement. There are examples of existing WfD stakeholders initiating specific actions on strategic WfD priorities. For example, the MoL

Figure 9: SABER-WfD Ratings of Dimension 1



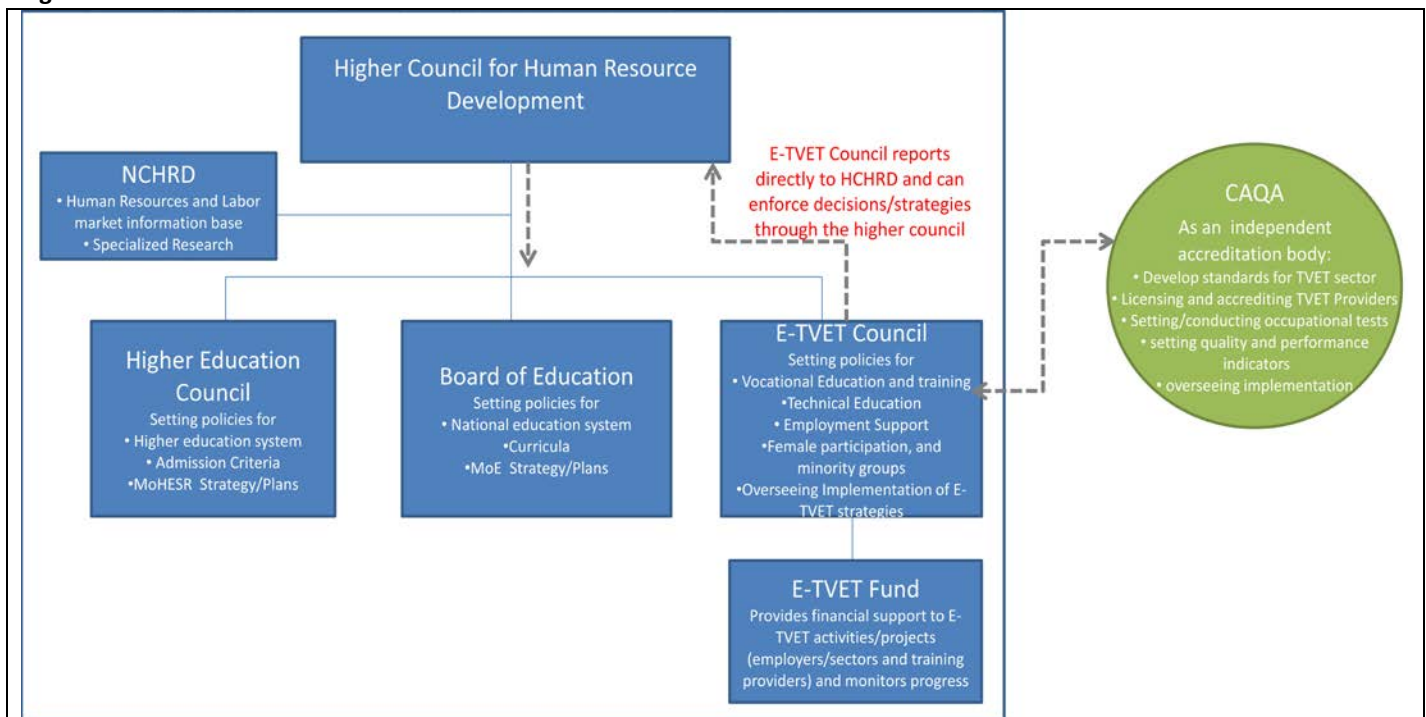
Note: see figure 2 for an explanation of the scale on the horizontal axis.

Source: based on analysis of the data collected using the SABER-WfD questionnaire.

took the lead in 2006 to develop the vision and mission for the E-TVET sector and subsequently translated the vision into an action plan along with the establishment of the E-TVET Council and Fund Board, both chaired by the Minister. While these actions provided a basis for reform, they did not constitute a comprehensive policy embracing all training providers that are beyond the purview of MoL. Despite the efforts, an apex-level body or leader that can pull the various elements of WfD into a coherent national plan aligned with the country's economic challenges and priorities is still missing. Figure 10 illustrates the E-TVET institutional framework as suggested by the NA and NES, recognizing that coordination and guidance need to take place within an umbrella structure (Higher Council for Human Resource Development) that represents the supply and demand sides of policy making as well as the main stakeholders.

**Advocacy for WfD to Support Economic Development:** There are a number of organizations and initiatives that advocate for E-TVET/WfD. Yet, these should not be considered as visible champions or leaders for the sector given the limited scope of the small projects and innovations they implement. A number of initiatives are contributing to WfD advancement including some of VTC's cooperation with international donors and target sectors, such as Siyaha project targeting tourism sector which was implemented by VTC in collaboration with USAID and national tourism council, funded by E-TVET Fund. The model is driven by public private partnerships



**Figure 10: E-TVET Institutional Framework**

Source: author's construction from NA and NES

and is based on transforming vocational training centers to 'model centers of excellence' that provide specific training in line with the needs of the tourism industry. Following the success of Siyaha, the VTC/MoL has expanded this Model Skill Centers of Excellence (MSCoE) and partnerships to other sectors. The VTC, with support from EU and other donors, is in the development phase of MSCoEs in the Water, Pharmaceutical Manufacturing, Refrigeration and Sheet Metal Working, Health & Safety, Handicrafts and Renewable Energy sectors. Additionally, the VTC is working with the Schneller Schools (TSS) to develop MSCoE on their premises for Hospitality and Automotive. Considerable innovation is also taking place in the not-for-profit and private training sector. There is a rich spectrum of programs, some of which are donor supported, aimed at male and female students at various educational levels, that offer cost-effective and innovative methods of providing immediate skills necessary for the work environment, however these programs are still young and it is early to measure the impact on beneficiaries

The business community and private sector, which could serve as influential champions are largely absent in terms of advocating for a strategic vision for WfD. This - in great part - stems from the lack of involvement and thus ownership from the private sector in the decisions on WfD priorities. At present, this involvement is sporadic and focuses on advancing sectoral agendas as opposed to broader national development priorities. The Jordan Army Forces cooperation with the private construction sector is an example of such efforts; the Satellite Centers Project is another example of cooperation between the MoL, E-TVET Fund & the private sector to support youth in rural areas across Jordan. However, results have so far been mixed to limited.

### **Policy Goal 2: Fostering a Demand-led Approach to WfD**

Effective advocacy for WfD requires credible assessments of the demand for skills, engagement of employers in shaping the country's WfD agenda and incentives for employers to support skills development. Policy Goal 2 incorporates these ideas



and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) establish clarity on the demand for skills and areas of critical constraint; and (ii) engage employers in setting WfD priorities and in enhancing skills-upgrading for workers. Jordan scores at the **Emerging** level for Policy Goal 2.

**Assessment of economic prospects and skill constraints:** The government and other WfD stakeholders conduct occasional assessments of the country's economic prospects and skills implications for a number of sectors. There is a set of studies that are conducted on an ad-hoc basis, either by the government or international partners. These studies provide a fairly up-to-date picture of skills demand in Jordan; however, they are not sufficient to provide a complete picture of the country's economic prospects and economy-wide skills implications. The most recent and comprehensive is the National Employment Strategy (2012) that provides a formal assessment of Jordan's economic prospects and labor market from both the demand and supply sides and their implications on a number of issues. Other reports that touch upon economic prospects and skills implications include: (a) World Bank's "Development Policy Review" prepared with Ministry of Planning and International Cooperation and the Economic and Social Council (World Bank, 2012), (b) International Labour Organization's (ILO) "Employment Policies" paper and action plan prepared with the MoL (ILO, 2007); (c) ILO's "Global Jobs Pact Country Scan for Jordan" (ILO, 2011); (d) the World Bank's "Resolving Jordan's Labor Market Paradox of Concurrent Economic Growth and High Unemployment" (World Bank, 2008), and (e) the "Jordan Human Development Report, 2011" (UNDP and MOPIC, 2011). The Department of Statistics (DoS) conducts different economic related surveys to serve as inputs to such studies and assessments, such as: (i) the unemployment survey, (ii) survey of employment in establishments, and (iii) the household expenditure and income surveys. The findings of the above assessments and papers underpin major interventions and reforms targeting WfD and/or specific industries in Jordan.

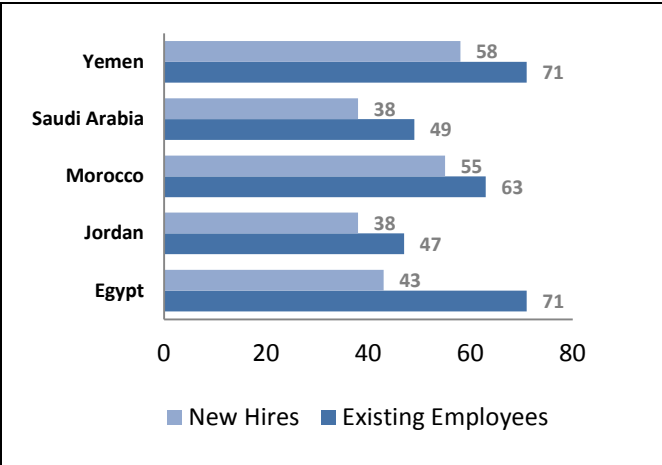
**Role of employers and industry:** There is no clear or defined role given to the private sector in defining WfD priorities and agenda, with the exception of the *appointment* of private sector representatives to sit on Boards (for example, the E-TVET Council board, E-TVET Fund committees, VTC Board, and the Ministry of Higher Education and Scientific Research (MoHESR) advisory committee for technical education). As it stands now, the private sector members who serve on these committees and boards are not officially nominated or elected by the private sector and have no legal mandate from the private sector to speak on its behalf. Instead, these individuals simply represent their own enterprises (or themselves in most cases), with the same being true of individuals representing the Chamber of Industry and Labor Federation. Their inputs reflect the needs of their individual organizations; for instance, both the Chamber of Commerce and the Chamber of Industry have been working separately on a skills needs analysis for priority sectors. As another example, the sector association for ICT (Int@j) is planning, together with the ICT Workforce Assessment, to assess the gap between ICT private sector demand and the higher education supply of skilled human resources, develop the IT Qualification Framework and develop a training coordination institution, supported by the International Finance Corporation (IFC) under its Education for Employment (e4e) initiative. On the whole, little to no cooperation exists across any of these individual initiatives.

The private sector is seldom approached to participate in defining WfD priorities, and when this occurs, it is limited to representation in meetings where they are often viewed as 'guests/ observers' in the groups in which they participate. The identification of 'who sits on which board/committee from the private sector' is still made by the government or entities such as the chambers (para-government agencies), and thus there is little room for assuming a leadership role. The issue of limited private sector engagement is also linked to the fact that SMEs account for 94% of all enterprises in the Jordanian market, and they focus on immediate/quick wins and do not necessarily have the sufficient resources and capacity to contribute to long-term national WfD goals compared to giant industry leaders.

**Incentives for skill upgrading and monitoring:**

Employers make limited contributions and are not active in addressing the skills implications of major policy/investment decisions. There are many factors that may influence firm behaviors, for instance, tax policies affect firm and worker behavior, including their incentives to train. Individual firms often cannot spare the time to codify their skills requirements, particularly if they employ few people or operate in a fast-changing business climate. Overall, Jordan lacks a coherent set of incentives to encourage skills upgrading by employers in the formal and informal sectors. The focus in Jordan has been in particular on initial vocational education and training (IVET) and training related ALMPs to reach disadvantaged and other target groups. Incentives are limited to employment initiatives that are designed as a combination of training and upskilling of new graduates followed by deployment, the incentives can include wage subsidies, or covering the cost of social insurance/benefits etc, but these are not systemized, and are one-time interventions or initiatives based on employment activities. Overall, these programs do not target skill upgrading of existing employees, however, some up-grading programs are organized by VTC for employed people based on special needs from companies. A recent survey found that Jordan’s companies rank among the lowest of Arab countries in terms of providing training to their employees, where the percentages of companies training existing employees and new hires are 38% and 47% respectively (see Figure 11).

**Figure 11: Percentage of companies that provide training to employees**



Source: IFC and Islamic Development Bank, 2011

**Policy Goal 3: Strengthening Critical Coordination for Implementation**

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

**Roles of Government Ministries and Agencies:** The E-TVET system is highly fragmented with many players operating in isolation, even though legislation and agreements amongst stakeholders exist to promote coordination. At the government level, various ministries and agencies have legally defined roles and responsibilities in E-TVET: the MoE, MoHESR, MoL, VTC, Balqa Applied University (BAU), the National Employment and Training Company (NEC), the National Center for Human Resources Development (NCHRD), Civil Service Bureau (CSB), and Higher Education Accreditation Commission (HEAC). Each is governed by different laws, with a high degree of overlapping mandates. Accordingly, each of these entities sets its own strategy. While the E-TVET Council was envisioned to play the umbrella role of setting the strategy at a sectoral level, the Education Board continued to set the strategies for vocational education at the secondary level, although these were presented to the E-TVET Council; the Council for Higher Education continued to set the strategies for TVET at the community college level; and the E-TVET Council was limited to setting the strategy for MoL programs, VTC, and NEC.

**Coordination for the Implementation of Strategic WfD Measures:** Despite the numerous committees convening major WfD stakeholders such as the E-TVET Council Board, or the VTC Board, strategic coordination efforts face implementation issues and rarely lead to meaningful progress. The E-TVET Council was established to carry out the overall coordination role at

the sectoral level (Figure 10), by assembling relevant ministries, employers and other stakeholders. However, the ability of the Council to lead coordination across providers governed by independent bodies and boards has proven difficult. This is where an apex-level body would play a role to strengthen the E-TVET Council by enforcing and institutionalizing coordination mechanisms across providers and players. Currently, coordination is done through ad-hoc mechanisms, where non-state WfD providers and stakeholders have no legally defined roles and responsibilities. The laws of the chambers and trade unions stipulate their responsibility towards supporting the E-TVET sector and representing employers, but the extent to which this is translated into actual strategic inputs is unclear. As for employers, a legally binding agreement does not exist between the government and employers. However, there are exceptions and good examples of partnerships and agreements that were developed; an important benchmark is the development of the Public Private Partnership (PPP) framework by VTC, which is considered a kind of a 'formal arrangement' for partnerships, in addition to the partnerships that are formed under the E-TVET Fund between various government agencies, private sector and key investors.

### Implications of the Findings<sup>17</sup>

**Institutional Framework:** WfD is a vital component of ongoing dialogue around Jordan's development strategy. While the E-TVET sector has languished for some time, steps have been taken to rectify its governance issues. Of particular importance was the establishment of the E-TVET Council, the CAQA, and the E-TVET Fund. One of the key recent developments also is the dissolution of the E-TVET Fund Board, which included training providers that are recipients of funds, and delegating the funding decision responsibility to a sub-committee that does not include training providers but only industry representatives. However, Jordan still lacks an apex-level body to ensure institutionalized and sustained leadership and coordination for WfD in Jordan, as envisioned in both the NA and NES (Figure 10); this needs to be high on the action list for reforming E-

TVET (see Box 2). Establishing such a body would follow India's example, where the government recently created three new structures to set a strategic direction for WfD and coordinate policy development and implementation on key priorities: the National Council for Skills Development, chaired by the Prime Minister; the National Skill Development Coordination Board, chaired by the deputy chairman of the Planning Commission; and the National Skill Development Corporation, headed by an eminent private sector industrialist. In India, the roles of these bodies are clearly defined in relation to the country's strategic agenda – centered on an ambitious target of equipping 500 million people with job relevant skills.

**Rubrics:** In advanced WfD systems, government ministries and agencies responsible for WfD have well defined mandates with **hardly any overlap** and rely on **institutionalized** mechanisms for coordination; **key non-government WfD stakeholders** have legally-defined roles and responsibilities and coordinate with the government through **institutionalized mechanisms**; strategic WfD measures are accompanied by an **implementation plan and budget** with **routine** monitoring of progress and successful features are **mainstreamed** into the WfD system.

<sup>17</sup> Implications make reference to the SABER-WfD scoring rubrics.

## Box 2: NES Priorities for the New Institutional Framework for E-TVET

Establish the HCHRD, headed by the Prime Minister, with one of the ministers as deputy in case of the absence of the Prime Minister, and composed of members from the main ministries concerned with HR and employment issues (Education, Higher Education, Labor, Economy and Trade), representatives of the private sector and labor unions, and some of the specialized technical institutions (the NCHRD and the High Population Council).

Provide the NCHRD with the necessary resources and staffing to reassume its vital role in HR and labor market information and policy analysis. Its role should include independent evaluation of all training and ALMPs.<sup>18</sup> It is also proposed that the NCHRD be the Secretariat of the HCHRD to ensure evidence-based-policy making, with the NCHRD providing timely information and analysis to decision makers.

Acknowledge the *de facto* separation of the three arms of vocational training (vocational high schools, technical colleges, and the VTC and programs under the oversight of the MoL), but ensure coordination at the HCHRD level.

Strengthen the accreditation function by re-drafting the by-laws and build the capacity of an independent “TVET Accreditation Council.”

Re-consider the role of the NEC along the lines proposed by an independent evaluator, given its poor performance so far.

Support the VTC to become more responsive to private sector needs by expanding on innovative approaches carried out by private sector associations.

Allow the NEC and the VTC to compete for ETVET Funds on an equal footing with other public, private, and NGO vocational training providers on the basis of cost effectiveness, program evaluation, private sector feedback, and placement rates. Better financial management of the ETVET Fund (already underway) will allow it to attract other sources, such as donor funding and government budget funding.

Develop the MOL’s local offices’ capacity to carry out employment and career guidance and counseling aimed at the unemployed for job searches, retraining, or access to micro finance.

Support the DOS’s efforts to improve statistics on job creation, labor migration (in- and out-), and skill mismatches.

<sup>18</sup> The NCHRD’s by-laws include evaluation responsibilities but that function was never operationalized.

**Assessment of Skills:** The development of a strategic agenda for WfD in Jordan will require well-informed understanding of the nature of the country’s unique skills challenges. In this regard, key policy-makers face significant information gaps on training provision and skills demand. While having a robust Labor Market Information System (LMIS) and Educational Management Information System (EMIS) will help fill some gaps, there is a need as well for critical inputs from all stakeholders, including employers and training providers through routine and credible assessments. This would be in line with NES action to enable NCHRD to take a leading role in evidence based policy analysis and convene stakeholders as needed. In Europe, WfD policies are being informed by detailed analyses conducted by the European Center for the Development of Vocational Training for the 27 countries of the European Union. Countries such as Ireland have developed arrangements that move beyond reliance on informal employer feedback or basic industry and labor force surveys. In 1997, Ireland established the Expert Group on Future Skills Needs to advise on strategic directions for skills development based on multiple sources including: employers, research institutions and training providers. Skillnets, an industry-led training network created in 1999, ensures training programs are aligned with industry needs. The establishment of these institutions has helped Ireland to address information gaps that hinder strategic decision-making and coordination. In Jordan, the establishment of the PPP framework could be the stepping stone for establishment of such partnerships and the development of a national network Centers of Excellence that is articulated within the broader E-TVET system. The framework could be adopted by other providers and by the government at the national level as a basis for establishing institutional arrangements and formalizing the role of the private sector in WfD at all levels.

**Rubrics:** In more advanced WfD systems, the government or WfD stakeholders have **identified** critical skills constraints in the key priority economic sectors, based on formal, **well-informed assessments**; **selected measures** are being taken to address the skills constraints (e.g., reforming existing courses, dedicated budgets); and WfD champions are associated with these measures to some extent.

**Leadership and Private Sector Role:** Leadership is key in advancing WfD goals. Leaders who are committed to achieving growth and who can take advantage of opportunities from the global economy proved to be the most successful in shaping the skills agenda. Advocacy for WfD by top-level national leaders can turn the public's attention onto WfD and helps to legitimize WfD as a priority for economic development. Such advocacy and focus is not necessarily more effective if it comes from the government, private sector leaders can highly influence the WfD agenda whether related to broad challenges that are long term in nature or to more specific and immediate concerns. A good example of such leadership in Jordan is Aramex. Aramex played the role of a 'champion' to advance the entrepreneurship and skills development agenda and was successful to influence many actors at the regional level. Aramex started supporting the entrepreneurial ecosystem by hosting and supporting events and networks across the MENA region such as Wamda and its Mix n' Mentor events, MIT Enterprise Arab Business Plan Competition, Celebration of Entrepreneurship (CoE), ArabNet, Global Entrepreneurship Week (GEW) events, various e-commerce events and Injaz Al Arab activities (where private sector volunteers teach entrepreneurship in local public schools and universities). Aramex went on to establish Ruwwad for Development (Entrepreneurs for Development), a non-profit private sector led community empowerment organization that helps disadvantaged communities overcome

marginalization through youth activism, civic engagement and education. Due to Aramex's strong position in the market and committed management, it was able to bring together different players and establish long-term partnerships between the private sector (such as Aramex, Abraaj Group and Cairo Amman Bank), civil society organizations and NGOs, governments, social and business entrepreneurs, and communities to support Ruwwad. At the heart of the model is the Mossab Khorma Youth Empowerment Fund which provides youth with scholarships to attend local universities in specific areas of study in exchange of a minimum of 4 hours of volunteering a week in their community. In addition, Ruwwad provides youth with free English and IT classes, enrolls them in an enrichment program where executives from the private sector teach them soft skills such as business ethics, sales, customer service, financial literacy, etc. and exposes them to global, regional and local leaders in numerous fields (business leaders, public sector officials, etc.) through guest speaking series. It has also expanded its efforts to include a Micro-Venture Capital Fund that aims to provide the community in Jordan with access to knowledge, skills development, capital and networks to start and/or grow sustainable businesses through equity partnership. Ruwwad's success in Jabal Al- Natheef in Amman has led to the implementation of the model in other countries across MENA such as Egypt, Palestine and Lebanon. This is a clear example how private sector leaders can advocate and champion WfD agenda.



## 5. Governing the system for Workforce Development

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

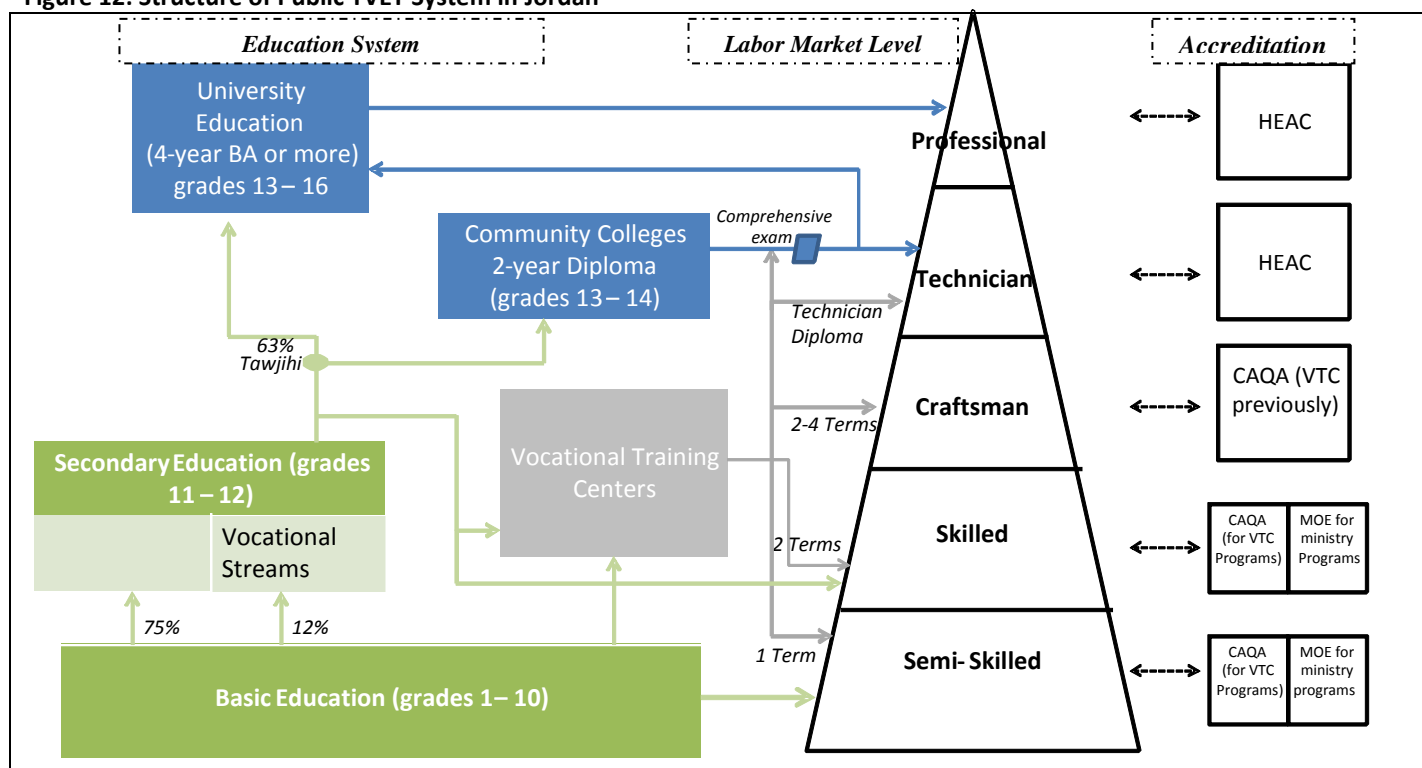
### Overall Institutional Landscape

**Organizational and governance structures:** TVET in Jordan is understood in terms of lifelong learning and it consists of three main public segments that deal primarily with initial training: (a) secondary vocational education (grades 11-12) as part of upper secondary education under the MoE; (b) non-formal and formal vocational education and training as delivered by the VTC; and (c) technical education and training as offered by community colleges (grades 13-14) under the aegis of Al-Balqa Applied University (BAU). The National Employment and Training Company (NEC) can be considered a fourth semi-public body, established in 2007 when the Jordanian Armed Forces (JAF) was mandated to develop and implement a project to train and employ (30,000) young Jordanians/civilian employees in construction sector trades in collaboration with the MoL and the private sector. NEC provides a one-year vocational training program in the construction sector followed by employment. In addition, TVET in Jordan also has two non-public aspects: (a) private or non-government training, provided mainly through private community colleges, some non-profit formal training programs (for example, the United Nations Relief and Works Agency (UNRWA) delivering the MoE curriculum and other non-state

providers that have agreements with VTC to link training to qualifications), and non-formal training by for-profit and non-profit (NGOs) that do not lead to formal qualifications; and (b) enterprise-based training. Figure 12 outlines the current structure of the formal Jordanian public education system.

Despite the existence of some non-public providers in Jordan, the majority of training provision is public and limited to the above three institutions, yet governance at the sector level remains weak. The sector lacks a comprehensive strategy that brings the different components or subsectors of TVET together to address the needs of the economy in a holistic manner and to ultimately allow diverse pathways and smooth mobility across the system. Although the MoL took the lead in 2006 and developed an E-TVET strategy based on the recommendations of the NA, its implementation has been difficult for a wide variety of reasons: (a) the strategy is not supported by an agreed timeframe, or human or financial resources that can enable coordinated implementation. For instance, the overall governance and implementation structure of the E-TVET Council, CAQA and the E-TVET Fund have all been put under the responsibility of MoL in some way, without support to strengthen its institutional capacity to lead or coordinate E-TVET sector reform; (b) E-TVET falls under the mandate of several ministries and public agencies regulated by different laws; decisions are fragmented across three high-level boards/councils that are different in nature: the Education Board for secondary level vocational education; the Higher Education Council for community college and university level training; and the E-TVET Council for VTC and NET training; (c) few actions are taken by the above-mentioned stakeholders to implement common strategies that are approved in the E-TVET Council; and (d) the E-TVET Council has not been able to effectively coordinate implementation on supply side policies (education and higher education) at a sectoral level. As noted in Chapter 4, there is a critical need to review roles and responsibilities to ensure a clear division of labor and complementarity among government agencies in terms of policy making, funding, accreditation, quality control, curriculum development and hiring/up-skilling of trainers.



**Figure 12: Structure of Public TVET System in Jordan**

Source: author's construction

While Jordan performs well in terms of responding to social demand by granting access for place both in general education and in TVET, TVET is not seen a viable career or education option, and therefore demand for TVET has been declining over the years. While sheer enrolment figures has increased slightly in the VE stream in MoE over the past few years, the total participation rate in TVET as a percentage of all enrolled in education/training has been declining. For instance enrollment in secondary vocational education as a share of total secondary enrollment declined from 18 percent in 2000 to 14 percent in 2009<sup>19</sup>. Also it is worth mentioning that underlying reasons for enrolling in VET might differ; 10 graders may tend to get into VET as an easier connection to higher education when compared to general education “Tawjihi”. The image of TVET vis-à-vis other types of education and professional options

needs to be improved so that: (a) it is not a path of last resort for students, and (b) both students and parents to see the value in choosing TVET as a pathway to the job market. Each year, around 125,000 young people complete grade 10 through the general education, and virtually all go on to some form of additional education and training. Students are then streamed mostly based on performance – measured by a high-stake secondary examination (Tawjihi) – and not on personal preferences. To date, there is not a single system in place for accreditation of learning to allow mobility across the system pathways, which has a direct impact on the demand for TVET. Progression Opportunities are slightly more flexible for graduates of MoE’s vocational secondary schools, who can get access to post-secondary education through the Tawjihi exam to community colleges or most academic programs in universities except for engineering and medicine. Meanwhile, the VTC and BAU have established an agreement adopted in some VTC institutes whereby students

<sup>19</sup> USAID, Jordan Fiscal Reform Project, Education Public Expenditures Working Paper, August 2011

who pass vocational Tawjihi can sit for the comprehensive exam run by BAU and earn a “diploma”, and those who do not pass, can still earn a ‘technician diploma’ from VTC. The fact that vocational streams are provided within formal secondary education has helped to make vocational studies more acceptable to both young people and parents, albeit not sufficient to boost demand for vocational education. While in 2011 155,061 students chose the academic secondary education and only 25,040 (16%) chose to pursue vocational streams, in 2006 these figures were 153,000 and 30,800 respectively<sup>20</sup>.

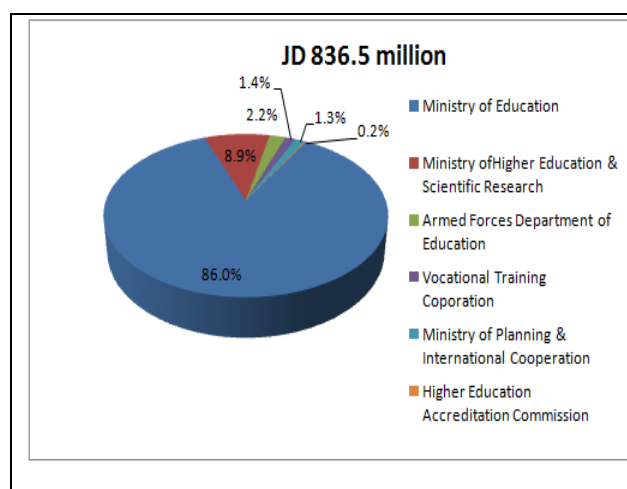
In the area of technical education, the community college system is subsumed under the Al Balqa Applied University (BAU) and does not have a clear governance, management or budgeting system that allows it to respond to the need to develop a highly qualified technical workforce in Jordan, making it less attractive. Around 25% of the graduates of MoE vocational streams enroll in community colleges and around 20-25% of diploma graduates from community colleges advance to bachelor’s degree programs (this progression is called ‘bridging’ and requires students to take a ‘comprehensive exam’). In higher education, the differences in enrolments are even more evident where in 2011 only 28,695 (12.6%) Tawjihi students enrolled in Community Colleges, while 226,713 enrolled in academic universities. To reverse this trend, the MoHESR with support from CIDA and the World Bank, embarked on a strategy is to create an independent community college network, thereby separating community college diploma programs from university programs currently managed jointly under the BAU; new programs with strong links to local and regional industries and businesses will be opened, and non-relevant programs eliminated. However, implementation has been slow and to date this transition has not taken place.

**Financing Skills Development:** The public budget is still the main source of financing for education and TVET at large. In 2011, publicly funded education programs totaled to JD 836.5 million, which is 12.7%

of the total government budget<sup>21</sup>. The share is low compared to other countries in the region with average spending ranging between 18 and 20%. However, education expenditures have grown at a slightly higher rate than total government expenditures over the past ten years: education expenditure grew by 170% compared to 164% for the total budget.

Education spending as percentage of the GDP has gone down from 4.9% in 2001 to 3.8% in 2011, which is below the level of lower middle income countries (4%) and worldwide average (4.6%)<sup>22</sup>. As reflected in Figure 13 the education budget is distributed across six entities of which MoE consumes the largest share (86%). Employees in education represent 40% of public sector employment, where 92% percent of the recurrent budget is spent on salaries. From the overall 2011 budget for public education, 2.81% was spent on secondary vocational education (MoE) (which represents 3.2% of the Ministry’s budget and 20% of the combined secondary and vocational education budgets), and 1.4% was dedicated to vocational training (VTC). As is the case in countries with advanced WfD systems, in Jordan the costs per instructional hour per trainee in TVET are higher than those in academic programs at comparable

**Figure 13: Jordan’s Education Budget for 2011**



Source: General Budget Law 2011

<sup>21</sup> General Budget Law 2011

<sup>22</sup> USAID, Jordan Fiscal Reform Project, Education Public Expenditures Working Paper, August 2011

<sup>20</sup> General Budget Law 2012

levels of instruction: JD 365 per academic secondary student, JD 813 for MoE students (average enrolment 25,000 per year) and JD 1,300 for VTC students (average enrolment 10,000 per year). There is a clear funding gap in the TVET sector, especially when all costs associated with this type of education are factored including equipment costs, maintenance, raw materials, teachers for theory and practice, etc. This is limiting the number of students that can be absorbed and leaves little space for innovations in TVET provision.

The situation for technical education is different. The responsibility for the Community College system was transferred from MoHESR to BAU in 1996, which was established by the government with a mandate to coordinate the activities of all public and private colleges in the country in addition to offering applied technical and vocational programs at BA level. BAU is therefore responsible for the governance and management of public community colleges, including the financing of these institutions. All decisions on investments and budget allocations are made by BAU. Jordan's higher education (HE) institutions have seen declining government support in recent years, but the fees that students pay remain minimal compared to the actual expenditure/cost per student. Like any other HE institution, BAU receives budget support from MoHESR, but is mainly dependant on its own revenues and some foreign loans and donations. BAU allocates funds to public community colleges based on historical trends, the number of students and the staffing level. While community colleges were established to offer effective technical education programs characterized by their linkage with, and foundation in, the knowledge, skills and abilities required to immediately engage in employment, most community colleges have grown to offer both BA (based on BAU programs) and diploma programs. All program fall under the same budget with no specificity in the investments and spending on 'technical education' or diploma/polytechnic programs, therefore, diploma programs tend to suffer from a large funding gap particularly in providing adequate up-to-date facilities due to this unclear distribution - based on a number of assessments of technical education in Jordan.

The E-TVET Fund was established in 2005 with the objective of financing and expanding on-the-job training and demand-driven technical and vocational training by both public and private providers, as well as to improve the efficiency and quality of programs. Prior to the amendment of the Income Tax Law, its financing came from a tax levy of one percent over private enterprise profits (which constituted 72 percent of funding), revenues from foreign workers' permits, government contributions and donations or financial aid; excluding non-Jordanian funds which shall be subject to approval by the Council of Ministers. However, the Tax Law of 2009 eliminated the tax levy leaving the Fund reliant on a deduction of a set amount<sup>23</sup> from each worker's permit granted to foreign labor. This raises questions about the financial viability as this funding modality contradicts the national objective of replacing foreign workers with Jordanians. The E-TVET Fund provided almost JD 94 million to ETVET activities between 2005 and 2010, and it is one of the main sources of funding for ALMPs.

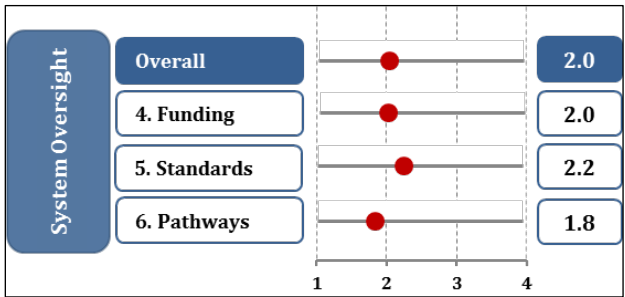
### SABER WfD Ratings on System Oversight

The SABER-WfD framework identifies three pertinent Policy Goals corresponding to oversight mechanisms for influencing the choices of individuals, training providers and employers: (i) ensuring efficiency and equity in funding; (ii) assuring relevant and reliable standards; and (iii) diversifying pathways for skills acquisition. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

Based on data collected by the SABER-WfD questionnaire, Jordan's system receives an overall rating of 2.0 (**Emerging**) for system oversight (see Figure 14). This score is the average of the ratings for the underlying Policy Goals: ensuring efficiency and equity of funding (2.0); assuring relevant and reliable standards (2.2); and diversifying pathways for skills acquisition (1.8). The explanation for these ratings and their implications follow below

<sup>23</sup> 130 JD per each permit in Wholesale and retail trade sector, Maintenance and repair of vehicles, and hotel and restaurant sector, 70 JD per permit in the Agricultural Sector and 40 JD per each permit in other sectors.

Figure 14: SABER-WfD Ratings of Dimension 2



Note: see figure 2 for an explanation of the scale on the horizontal axis.

Source: based on analysis of the data collected using the SABER-WfD questionnaire.

Policy Goal 4: Ensuring Efficiency and Equity in Funding

WfD requires a significant investment of resources by the government, households and employers. To ensure that these resources are effectively used it is important to examine the extent to which policies and institutional arrangements are in place to: (i) ensure stable funding for effective programs in initial, continuing and targeted VET; (ii) monitor and assess equity in funding; and (iii) foster partnerships with employers for funding WfD. Jordan scores at the **Emerging** level on Policy Goal 4.

**Overview of Funding for WfD:** Some positive initiatives were implemented in recent years, most importantly is the establishment of the E-TVET Fund to expand and finance demand-driven technical and vocational education/training. The fund faced several governance and management issues when it was first established, including lack of clarity on funding criteria and concentration on a limited number of projects that were mostly related to NET and MoL activities, with 78% of its resources going to NEOnly. However, there were important changes and improvements in E-TVET Fund management and decision making in 2011. The operations became much more transparent, with better accounting and auditing standards, and diversity in program funding (NECfunding was reduced to 12%), and upon the recommendation of the NES Technical Team, the Board of Directors was disbanded and replaced by

the committee of project funding, which does not include training providers as members (mainly representative of private sector, chambers and NGOs). While the funding criteria and standards have improved over the past two years to avoid the pitfalls of the past where funding was allocated to the main government providers (lack of diversity), particularly with the establishment of the committee, more needs to be done to ensure financial sustainability, and good governance and transparency in funding criteria including: (a) reviewing proposed programs cost effectiveness and placement rates, (b) conducting impact evaluation of programs, (c) seeking regular private sector feedback, and (d) ensuring innovation and assessing demand. E-TVET Fund may be considered as an engine for promoting innovation and scaling up good practices in vocational and technical training and ALMPs. Despite the shrinking of its budget as a result of abolishing the one percent tax levy in 2011, the Fund has a yearly budget exceeding JD 30 million (from foreign working permits). Considering the employers' involvement in the various decision-making committees, the Fund can potentially be effective in financing employer-driven training if well targeted and aligned with national priorities, which has started to take place within the fund activities.

While overall funding for WfD in Jordan has increased over the years, the funding mechanisms are mostly based on historical trends and inputs with no links to performance and no consideration of national socio-economic priorities. In general, there are also no formal reviews of the impact of funding on training programs beneficiaries. Private sector investments in WfD have increased, particularly at the sector level (targeted interventions), but are still limited particularly at the national level. Additionally, information on the capacity and quality of private training provision is scarce due to the lack of an accreditation body to license institutions or accredit training programs prior to the recent establishment of CAQA. Before 2012, only private community colleges that fell under BAU's mandate and were licensed/ accredited by HEAC.

**Recurrent funding for initial vocational education and training (IVET):** The current input-based budgeting processes for TVET do not take into

account performance indicators nor are these processes linked to national priorities or outputs; they are simply based on historic trends and system inputs. In fact, most public programs do not draft or distribute annual performance documentation, which results in lack of accountability and incentives to utilize resources efficiently or to become more self-reliant. There does not appear to be much cost consciousness in the TVET system, based on the current budget process the prevailing incentives are to spend allocated budgets in full and to obtain more financing. Lack of available data on cost-benefit analysis and cost comparisons across programs and institutions could be one reason for this. Low-use factors also indicate inefficient use of resources, a survey on the utilization of capacity of TVET training facilities found that it was 60% in the vocational training centers, 64% in BAU and 86% in MoE vocational secondary institutions<sup>24</sup>, leaving a sizeable resource that could be utilized for other types of training such as adult and continuing training, although TVET facilities in some areas suffer from outdated equipment and need major renovation.

The productivity of the TVET system is questionable. While institutions claim to suffer from funding gaps, issues of optimal resource allocation and efficiency need to be factored into the analysis. Performance information needs to be integrated with costs, modalities and rules for budget development and execution. A Mid-Term Expenditure Framework is in the process of being applied to government budgeting and public expenditure, which will strengthen the links between policy, planning, and budgeting at the sectoral level. The fact that the TVET system is centralized and little autonomy is granted to training institutions eliminates

competition within TVET. Such competition, which can contribute to increased quality and efficiency and reduced costs, should take place not only among public and private training providers, but also among providers within the public sector.

**Partnerships between training providers and employers:** There have been improvements in private sector involvement in provision of training in recent years, particularly in the form of partnerships between government agencies (such as MoL, VTC, BAU) and sector associations/syndicates. The ALMPs, funded by the E-TVET Fund, have expanded considerably and are targeting diverse beneficiaries depending on the needs identified in different regions and sector. The programs range from regular and on-the-job training to apprenticeships, wage subsidies/benefits and employment services (examples of these programs are listed in Table 1). A number of these programs are implemented within the framework of the MoL National Training and Employment Project (NTEP) in agreement with the Qualified Industrial Zones and investment companies. In addition, the government recently launched an initiative to create 18,000 jobs by stimulating employers to open up job opportunities, offering employment services and conducting job fairs to connect employers with unemployed youth - in effect it is a job matching initiative. However, these programs still lack robust assessment and monitoring mechanisms to measure impact<sup>25</sup>. This is where E-TVET Fund can play a critical role as a funding body.

<sup>24</sup> Analysis of TVET System in Jordan

<sup>25</sup> MoL in cooperation with E-TVET Fund has started undertaking evaluation of programs



**Table 1: Examples of ALMPs and other programs funded under E-TVET Fund**

Project/ Activity	Beneficiaries	Implementing Agency
<b>Jordan Tourism Development Project</b>	Training and upskilling of 1,620 students	VTC (in collaboration with Siyaha and tourism sector)
<b>Solar Energy Project (to address the need for new sources of energy in Jordan – emerging sector)</b>	Training of 95 students in solar and alternative energy	BAU (Husson College)
<b>Agriculture Graduates projects</b>	Training/Employment of 200 graduates	Agriculture Engineers Association
<b>The Male Nurses training and employment program (to address gap in male nurses)</b>	Training/Employment of 500 graduates	MoL in collaboration with the private sector
<b>Satellite Project (targeting rural unemployed youth with focus on women)</b>	Training/Employment of 1,480 (almost 90% females) in factory units in rural areas - through agreements with textile and other industries factories to subsidize the establishment of factory production units in rural areas	MoL in collaboration with the private sector
<b>Gas and Fuel Pipes project (to address skill gap in this area)</b>	Training of 25 supervision technicians	BAU in collaboration with CCC

Source: author's construction

### Policy Goal 5: Assuring Relevant and Reliable Standards

The WfD system comprises a wide range of training providers offering courses at various levels in diverse fields. An effective system of standards and

accreditation enables students to document what they have learned and employers to identify workers with the relevant skills. For Policy Goal 5 it is therefore important to assess the status of policies and institutions to: (i) set reliable competency standards; (ii) assure the credibility of skills testing and certification; and (iii) develop and enforce accreditation standards for maintaining the quality of training provision. Jordan scores at the early **Emerging** level for this Policy Goal.

#### Accreditation, licensing and certification system:

Despite existing isolated institutions that provide the quality assurance of training delivery in TVET (CAQA, HEAC and MoE VE), there is an absence of a comprehensive, clear, and functioning system in terms of national standards, accreditation and certification in TVET. The establishment of CAQA in 2012 under Article 11 of the E-TVET Council to regulate the certification system for Vocational Education and overall quality of training and is a good step forward. Prior to CAQA vocational training was entirely limited to job licensing in a rather bureaucratic manner. The NA however advocated for an independent body that regulates the sector through: (a) licensing public and private technical and vocational training institutions and guaranteeing fair competition amongst providers; (b) setting up training standards to control quality of outcomes and match them with market needs in line with the E-TVET Council strategies and directives; and (c) conducting occupational tests for those involved in technical and vocational work and granting occupational licenses. To date, CAQA is hosted within MoL, while it reports to the E-TVET Council. To date, it has only accredited few private sector providers and a selection of VTC programs, within a limited range of occupations, as reflected in Figure 12 earlier. Therefore as it stands now it (a) lacks the autonomy/independence vis-à-vis the mandate envisioned (to enforce standards across all providers); (b) is understaffed; and (c) is underfunded.

A good example of an independent and strong accreditation authority is the HEAC that is responsible for accreditation of both public and private higher education institutions including



technical education institutions (Community Colleges). HEAC: (a) reports to the Prime Minister; (b) develops accreditation and quality control criteria; (c) licenses institutes and accredit their programs; and (d) ensures that institutions conduct self-assessments. HEAC also provides a good example of incentivizing institutions to seek and retain accreditation and quality assurance through a certification system and expansion of existing pathways that can ultimately increase demand. However, because HEAC has not been directly linked to the E-TVET sector, its focus has been more on academic than technical programs in terms of competency standards and accreditation criteria. Stronger linkages with the E-TVET sector are needed to develop national standards for all TVET skill categories, for which the NQF (when established) can be a good reference or platform.

**Competency standards and national qualifications framework:** Despite this situation, and in close collaboration with the E-TVET Council Secretariat, CAQA has established National Sector Teams composed of sector representatives from the labor market and from TVET providers. This was supported by the ESDP project to develop occupational standards for 6 sectors<sup>26</sup> and is working towards a qualifications system for TVET that can be fitted into a National Qualifications Framework (NQF)<sup>27</sup>. In addition, CAQA has developed occupational standards for 2 additional sectors, and guidelines have been developed for occupational tests to be based on the new occupational profiles.

It is important to note that Jordan did not start from scratch in developing occupational standards/profiles. The VTC developed the 'Jordan Classification of Occupations' in 1999 to guide the design of programs and curricula, which was then updated based on the Arab Standard Classification of Occupations in (ASCO) in 2008. Like most other features in the country's WfD landscape, the

accreditation system is incomplete and there is no system in place to establish nationally recognized accreditation standards. Each subsector has its own system and criteria for quality assurance that focuses only on internal requirements and not on the capacity of the WfD system to provide a well prepared workforce that meets the needs of the labor market, which a national accreditation body can provide. Training providers are not required nor provided with incentives to seek accreditation, particularly in the public TVET sector. And, occupation skills' testing is generally underdeveloped with no nationally recognized and functioning testing system for TVET.

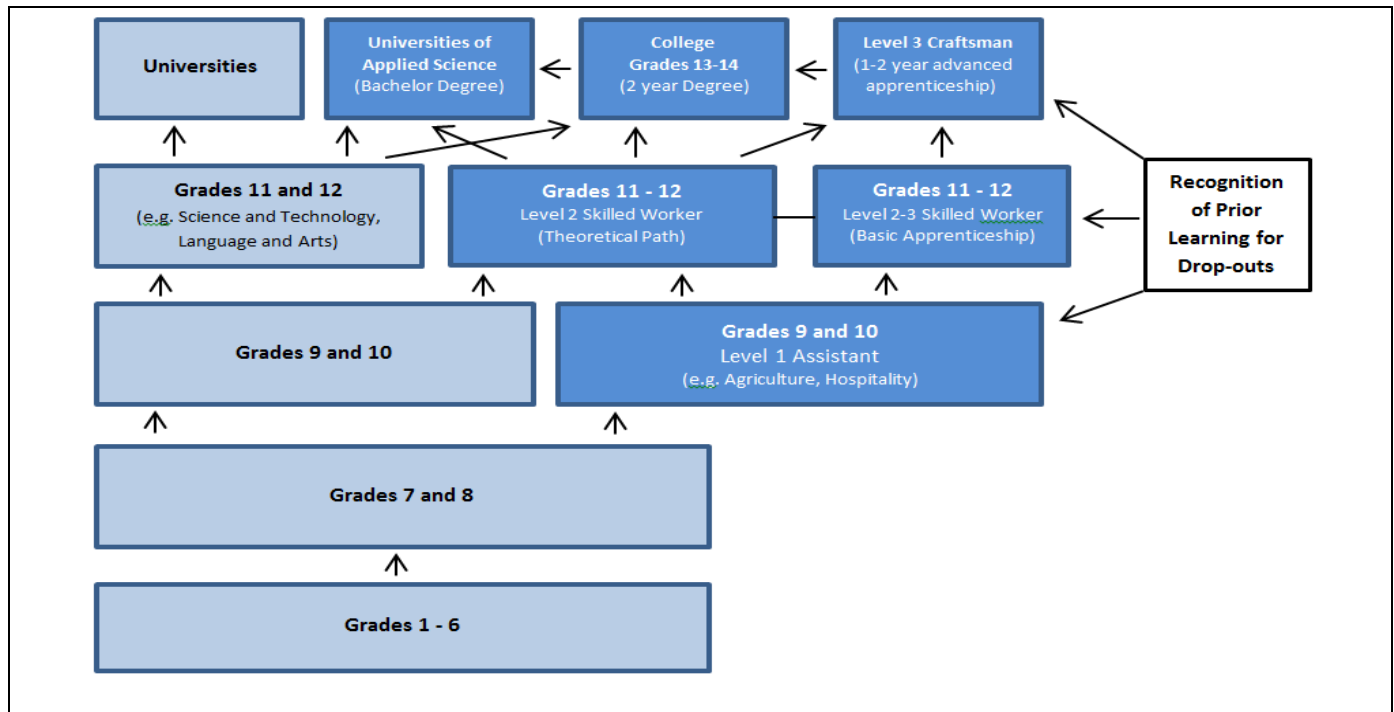
### Policy Goal 6: Diversifying Pathways for Skills Acquisition

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

**Learning pathways:** Despite the adequate number of institutions and programs covering diverse disciplines and levels, as well as the piloting of different delivery models, the system is characterized by limited flexibility in the ability to re-enter formal education and limited opportunities for progression within vertical pathways. The system operates through the logic of selection instead of the logic of learning. In other words, it is characterized by limited choice and high selectivity throughout,

<sup>26</sup> Metal Fabrication "Welding and Sheet Metal", Metal Fabrication "Metal Machining", Automobile Repair, Retail and Sales, Electricity "House Electricity", Construction and Press Packaging and Printing

<sup>27</sup> CAQA is supported by EC to develop NQF, however the framework is still underway and is not yet fully drafted

**Figure 15: Proposed Vocational Routes for VE and VTC**

Source: Vocational Education Competencies and Programs review, EU, 2010

starting with rigid tracking in secondary education and leading into quotas and strict university/college admission policies that are solely based on high-stakes examinations at the end of secondary schools (Tawjihi). Such system leaves students with limited choice and pathways to follow. In recent years there were attempts to diversify pathways and provide more options for MoE vocational students, who are now eligible to enroll in most academic programs depending on their Tawjihi results. Hence, opportunities to continue on to post-secondary education only exist for those who sit for the exam and pass. On the other hand, the lack of integration between TVET providers offers limited opportunities for those who enter VTCs or who receive on-the-job or other types of training for continuing their education and training in the mainstream education system. No system is in place yet for accreditation of learning to allow mobility across the system. Formal recognition of prior learning has not been introduced yet due to the absence of a qualifications framework and of routine procedures for assessment and recognition outside the formal system. Also, the current curricula are based on 'subjects', which if

replaced by 'learning modules' that indicate prior learning needs and horizontal linkages, would open the door for the recognition of prior learning and systems integration. Individuals without the formal credentials for admission into their chosen training programs are assumed to have no relevant skills and must start their training (or new job) at a more basic level than necessary. The result is a prolonged training time, increased costs for the government (and/or employers) and a potential discouragement of trainees who wish to learn new skills or upgrade existing ones. Figure 15 shows proposed vocational routes that provide better learning pathways and progression based on a recent review undertaken by the EU<sup>28</sup>.

At the post-secondary level, those who complete a two-year diploma have the opportunity to continue further after sitting for the 'comprehensive exam'. While this could be a good characteristic of the

<sup>28</sup> European Union's ENPI Programme for Jordan, Vocational Education Competencies and Programs review, 2010

system in terms of diversifying pathways, bridging is becoming one of the unintended consequences of technical education where students with low Tawjihi averages who are not entitled to be admitted to universities enrolling community colleges to get a second chance for attaining a bachelor's degree. This is due to the prevalent perception that a BA degree holds more social and financial value than a diploma.

**Public perception of pathways for TVET:** While these attempts to improve pathways both in secondary vocational education (MoE) and technical education reflect good progress, the trends in TVET enrolments have been negative, leading to a failure to produce a diverse workforce with the skills needed for the economic transformation envisioned in Jordan. Other factors play out, with the result that children and young people look into learning strategies that increase their chances of succeeding in high-stakes examinations that are key to gaining access to preferred options in *higher levels* of education and then, as a result, into the desired public sector job. To reverse this trend, perceptions about TVET must be addressed among stakeholders on both the supply and demand side. Not only should young children and parents be better informed about the quality of vocational education and training provided, and available career paths/options, but employers should also be aware of WfD's outcomes and play a major role in setting accreditation standards to overcome the gap in recognition from the standpoint of providers versus that of employers. The E-TVET Council has introduced two good strategies to address this issue: (i) the TVET awareness campaign and communication strategy to improve the public image and social status of TVET as a desirable career option supported by ESDP;<sup>29</sup> and (ii) the career guidance strategy to better inform students and job seekers about training and employment opportunities, supported by CIDA Best project.<sup>30</sup>

<sup>29</sup> The strategy was developed in 2011 and implementation is underway

<sup>30</sup> The strategy was approved in 2011 and implementation is underway

## Implications of the Findings

**Funding mechanisms:** While public resources for WfD have increased over the past decade, Jordan's increasing fiscal burden will likely intensify the competition between WfD and other socio-economic policy priorities. Improving efficiency and sustaining an adequate level of public resources for WfD would benefit from a clear strategy and mechanisms for continuous monitoring and evaluation. Incentives should be introduced in the budget processes, such as normative financing or competition for funds, as a way to use financial mechanisms to stimulate better performance. A common characteristic of advanced WfD systems are regular assessments and timely reviews of the impact of funding on a range of training and labor market outcomes. In addition to defining public budget allocations for WfD, such a strategy would identify additional resources including: fees paid by trainees or their sponsors as well as contributions from employers, NGOs, and donor partners. Fostering these partnerships would multiply resources available for WfD, and encourage the support and investment of individual trainees, employers, and other stakeholders within the WfD system. These additional resources could also foster competition across institutions, which would contribute to better quality performance and increased efficiency.

**Rubrics:** In more advanced WfD systems, budgeting processes for TVET is routine and based on **comprehensive** criteria that are **routinely** reviewed and **adjusted** through considering the impact of funding on training beneficiaries focusing on a **full range of training-related and labor market outcomes**

**Quality assurance system:** Linked to the funding mechanism is the establishment of robust quality assurance for the TVET sector as a whole to set standards and accredit programs for all skill levels across providers in the country. This would include: (a) developing robust protocols through a system of competency-based testing to certify qualifications in most skilled and semi-skilled occupations, and (b) increasing public attention to recognition of prior learning and diversifying pathways in the WfD system. These measures would improve the value employers put on the outputs of the system. Bearing

in mind that it took a country like Singapore almost four decades to move from "emerging" to "advanced" in some of the policy actions under this dimension, advancing in this sector is a lengthy process that should start now.

**Pathways:** Though pathways and opportunities to upgrade and acquire new skills exist, there is a lack of clarity and flexibility for individuals navigating these pathways. The public perception of TVET further complicates the situation, whereby it has traditionally been associated with low academic performance, limited social possibilities, and low skilled jobs. In a society marked by a very strong aspiration towards obtaining university degrees (regardless of its use in practical life or their value in the labor market), it is fundamental to take coherent action on multiple fronts to improve public perception of TVET. Transforming the image of TVET is a process that requires a series of dedicated actions and Jordan can benefit from reference to Singapore, which over a prolonged period of time

positively shaped the image of TVET. Following an extensive review, Singapore upgraded TVET from post-primary to the post-secondary level which raised TVET's profile as an option for higher learning and skills upgrading. This shift was complemented by the creation of and heavy investment in the Institute of Technical Education (ITE) as an apex-level organization for managing TVET, providing high quality training within cutting-edge facilities.

**Rubrics:** In advanced WfD systems, an **accreditation agency** is responsible for defining accreditation standards through **consultation with stakeholders**; standards are reviewed following **established protocols** and are **publicized and enforced to a large extent**; training providers are offered **incentives and support** to seek and retain accreditation and **all training providers** are required to do so. In addition, competency standards exist for **most occupations**; where policy dialogue is done through **institutionalized processes** and skills testing for major occupations assess **both theoretical knowledge and practical skills**

## 6. Managing Service Delivery

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

### Overview of the Delivery of Training Services

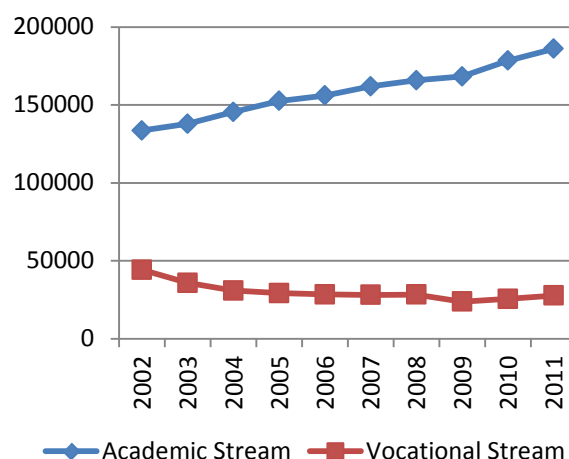
The MoE provides the bulk of vocational training in Jordan through its vocational stream in grades 11 and 12, currently enrolling around 25,000 students each year – or around 14 percent of high school students. MoE provides vocational education as part of its 'comprehensive' secondary schools in grades 11-12, accommodating both academic and vocational education in the same institutions, motivated by economic and social reasons to reduce barriers between the two. A total of 237 schools offer vocational education, of which 4 are private schools and the rest are public. Many of the public schools in Jordan house mainly academic streams. Students can specialize within four main training fields: industry, agriculture, home economics, or hotel management and tourism. However, the vocational part of the curriculum is only 30% and the rest is comprised of general requirements/subjects to sit for the Tawjihi exams and added basic sciences for those who wish to continue to higher education. Thus, the applied or practical training hours in the vocational stream are limited, and work based learning or internship outside school is not part of the educational program. The number of students in the academic stream is more than 6 fold that of vocational; a total of 25,000 in vocational versus 155,061 students in

2011 and 99% of enrolment in secondary vocational are in public schools. Figure 16 shows the trend in enrolments in vocational streams versus academic stream over the past ten years.

It is accepted that practical workshops in vocational schools are poorly equipped with outdated materials and infrastructure. For example, in the hotel program first year students are sent for applied practical training in 2, 3 star hotels and restaurants/fast food during the first two semesters without the necessary guidance and instructions between school, student and enterprise. In addition, the vocational stream faces the public perception of "academic failure" associated with students that pursue the stream. It will be difficult to improve the enrolment, image and quality of TVET without vocational training courses in earlier stages (e.g., primary and middle school), greater private sector engagement, and involvement of vocational schools in real production.

The VTC (a semi-autonomous agency under the MoL) owns and operates a network of 10 specialized institutes and 35 training institutes (VTIs), which are distributed over 3 regions in the country targeting young people aged 16 and above; of which 11 specialized Centers of Excellence (in tourism sector) and 31 multidisciplinary training institutes. VTC

**Figure 16: Enrolment in Academic and Vocational Streams**



Source: Ministry of Education



offers vocational training and apprenticeship programs at semi-skilled, skilled and craftsman levels in the following trades: electronics, vehicles and machinery maintenance, air-conditioning and plumbing, agriculture and plant production, personal services, chemical industries and traditional crafts. In addition, some upgrading programs are organized for in-service workers based on well-defined needs from employers, and other training programs on ad hoc basis. For example, a program was developed to train 1,000 unemployed workers in industrial sewing in response to industry complaints about the shortage of workers for textile jobs. Yearly, around 10,000 students enroll in VTCs regular vocational streams and the average cost per student is almost double that of MoE. This may be due to VTC's higher investments in equipment for practical training and the financial incentives offered to students. However, some argue that VTC experience a surplus in funding, which results in overstaffing (staff/trainee ratio is 1 staff member to every 6.41 trainees) and poor utilization of certain resources.

VTC typically adopt a top-down management approach. It is historically considered a bureaucratic institution offering outdated and supply driven programs. However the VTC, under the World Bank-supported EDS DP support, is currently undergoing restructuring to become an autonomous service provider with a clear mandate; governance, management and organizational structures; which adopts a new employer driven governance, business and training service delivery model. The VTC is the only TVET institution that has a 'dual system' for training, with training is split into two components: theoretical at the level of the institute and practical in the workplace through internships and training by employers. In addition, the introduction of the Model Centers for Excellence has been a benchmark in the transformation of VTC's service delivery model to better respond to local market needs.

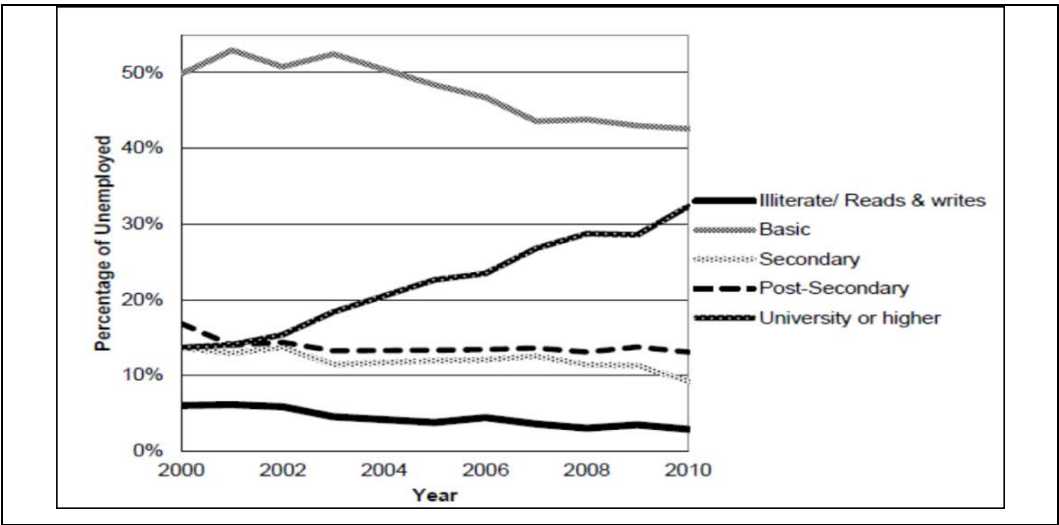
As for technical education, Jordan has a total of 51 community colleges offering two-year of technical education, what is called a 'diploma', of which 26 are publicly supported. These include 14 community colleges under the auspices of Al Balqaa' University, six sponsored by the Armed Forces Department of

Education, and six other governmental community colleges. UNRWA - as a non-profit TVET provider - also runs two community colleges, in adherence to BAU framework; especially those related to accreditation criteria, while the rest are private colleges. Many of the colleges also offer Bachelor's degrees and a high proportion of students who bridge from community colleges to public universities. The preference for university education is strong in Jordan, as reflected in low rates of community college enrollment. While national policies have emphasized the importance of community colleges playing a more important role in technical and applied fields of education in order to increase the efficiency and productivity of the labor market, progress has been slow and responsiveness to labor market needs and demands remains limited.

There are a few privately owned or managed TVET providers and some private community colleges offering diploma programs. Additionally, other forms of training include: industry attachments (apprenticeship schemes), in-service training, and re-training of both employed and unemployed workers in the labor force. Information on this type of training is scarce. Lastly, there are a number of non-profit organizations providing training to promote youth employment, where considerable innovation is taking place. These providers offer cost-effective and innovative methods of providing training, with a focus on employable skills (as opposed to only technical ones), through significant employer involvement and on-the-job training.

In general, the linkages between the education and training system and the labor market in Jordan remain weak. There is a clear mismatch between the type and level of skills needed by the labor market and what is being supplied by the education and training system. A key trend is that the WfD system is producing a higher educated workforce that transcends the immediate skills needs of the labor market. Unemployment is increasing linearly with educational attainment (see Figure 17). There is a growing mismatch between the output of the education system and market demand, with the proportion of university graduates among the unemployed doubling between 2000 and 2010.

Figure 17: Distribution of the unemployed (aged 15-64) by educational attainment



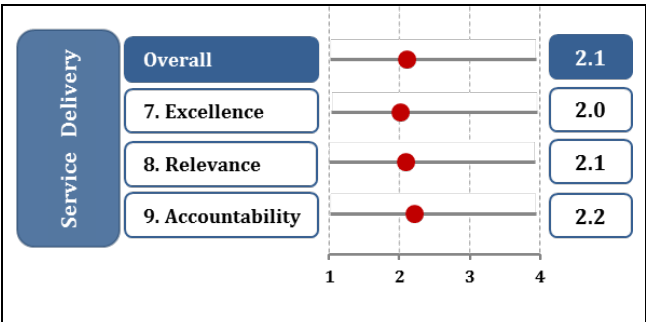
Source: DOS Employment and Unemployment Survey, 2011.

SABER-WfD Ratings on Service Delivery

The Policy Goals for this Dimension in the SABER-WfD framework focus on the following three aspects of service delivery: (i) enabling diversity and excellence in training provision; (ii) fostering relevance in public training programs; and (iii) enhancing evidence-based accountability for results. The ratings for these three Policy Goals are presented below and are followed by a reflection on their implications for policy dialogue.

Based on data collected by the SABER-WfD questionnaire, Jordan receives an overall rating of 2.1 (**Emerging**) for the Service Delivery Dimension (see Figure 18). This score is the average of the ratings for the underlying Policy Goals: (i) enabling diversity and excellence in training provision (2.0); (ii) fostering relevance in public training programs (2.1); and (iii) enhancing evidence-based accountability for results (2.2). The explanation for these ratings and their implications follow below.

Figure 18: SABER-WfD Ratings of Dimension 3



Note: see figure 2 for an explanation of the scale on the horizontal axis.

Source: based on analysis of the data collected using the SABER-WfD questionnaire.

Policy Goal 7: Enabling Diversity and Excellence in Training Provision

Because the demand for skills is impossible to predict with precision, having a diversity of providers is a feature of strong WfD systems. Among non-state providers the challenge is to temper the profit motive or other program agendas with appropriate regulation to assure quality and relevance. Among state providers, a key concern is their responsiveness

to the demand for skills from employers and students. Striking the right balance between institutional autonomy and accountability is one approach to address this concern. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) encourage and regulate non-state provision of training and (ii) foster excellence in public training provision by combining incentives and autonomy in the management of public institutions. Jordan scores at an **Emerging** level for Policy Goal 7.

**Scope and formality of non-state training provision:**

The country has a limited menu of WfD services, and there is a lack of industry engagement in training delivery, curriculum development and upskilling of trainers, with the exception of a few initiatives such as Siyaha and MSCoEs where private sector involvement is substantial, and to some extent NET. Non-state TVET services that lead to formal qualifications are limited in scope. Non-formal providers, particularly non-profit and international organizations, are active in WfD provision. While, on the whole, this provision is perceived to be of high quality by employers, and some of the non-profit providers have international accreditation for their courses, these providers are only covering/targeting specific segments because the non-formal/non-recognized nature of training is not attractive to many. The regulations for setting up private training institutions are relatively straightforward, but the lack of government policies in providing both financial and non-financial incentives to foster non-state training provision plays an important role in limiting the growth of non-state provision. Additionally, information on the quality, scope and delivery of training by non-state providers has been scarce due to the lack of a regulatory body to control quality assurance and license/regulate providers, and CAQA was established to address that. Prior to CAQA, training providers were largely only required to obtain a license to operate from the Ministry of Industry and Trade, which was not accompanied by any measures to assess quality and performance or accredit programs/certificates. The only exceptions are the very few private schools that offer the secondary vocational education stream, which fall

under MoE, and private community colleges, which fall under BAU and HEAC.

**Autonomy and accountability of public training institutions:**

In general, public training providers have limited autonomy, with only a few public providers permitted to have broad authority over admissions, operations and staffing. This centralization in authority results in limited innovation to become more market responsive at the training institution level and also compromises the potential for competition to enhance performance. Most decisions are made at the central level and equally applied across all institutions, including budget allocations; thus, institutions are not fully accountable for results and have little motivation to achieve performance targets. Furthermore, training institutions use *ad-hoc* processes for introducing and closing new programs as these decisions are made centrally and are informed by limited assessment of the needs of employers and implementation constraints (e.g. funding, capacity).

**Policy Goal 8: Fostering Relevance in Public Training Programs**

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

**Links between training institutions and industry:**

Limited and sporadic links exist between public training institutions and industry, with limited involvement of industry in curriculum design and the specification of standards for training facilities. Links between public training providers and research institutions are rare due to scarcity of such institutions. However, in the absence of systematic arrangements it may be difficult and probably too costly for individual training providers to gather the desired information. Besides the links at the institution level, each training provider can also benefit from close ties with the specific employers or industry that they serve.

There are good practices that have succeeded in establishing strong linkages between training institutions and industry that can be built upon and scaled. MSCoE has been defined as any TVET Training Institutes developed through Public Private Partnerships (PPPs) between the Government of Jordan, Training Institutions and target Industry. VTC has established 11 MSCoE so far (Tourism sector); the Centers are sector-specific and geared towards an identified need for employment within that sector. They are set up based on international good practices in all areas including the design, delivery, management and evaluation of training, and training outcomes aspire to meet international standards. In addition, the PPP framework that was developed by the VTC provides an excellent platform for linking industry with training institutions.

**Recruitment and in-service training of staff in public training institutions:**

Recruitment of all staff in public training providers is done through the Civil Service Bureau (CSB), with the exception of universities and community colleges. Although there is an established system for recruiting all levels of staff and instructors under the CSB, these procedures do not necessarily guarantee adequate competencies and qualifications for instructors based on the needs of institutions and students. Both heads and instructors of public training institutions are recruited on the basis of minimum academic qualifications; no consideration is given to a minimum number of years of practical industry or work experience or teaching experience, and a more

rigorous selection process. In most cases, the instructors hired for TVET do not possess the knowledge or skills needed for this type of training as the experience base of most trainers is purely academic; very few, if any, have industry exposure. This is mainly due to the limited autonomy institutions have in selecting and hiring staff, and also the low wage scale of CSB that does not attract highly qualified instructors. Heads and instructors of public training institutions are offered few opportunities for in-service training needed to keep pace with up-to-date developments across different industries; particularly training that involves practical components and industry exposure. In addition, the process and funding for in-service training and continuing personal development is best described as ad-hoc and limited in scope.

**Policy Goal 9: Enhancing Evidence-based Accountability for Results**

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

**Use of data to monitor and improve program and system performance:**

The Jordanian TVET and WfD system lacks clear Key Performance Indicators and appropriate mechanisms for monitoring and evaluating system performance. Only public training providers are required to collect and report basic administrative data, which are occasionally used to assess individual institutional performance. Additionally, available data

on labor market outcomes are limited to a few *ad-hoc* skills-related sectoral surveys or evaluations of specific, targeted programs, and there is limited public access to this information.

Initiatives in recent years have sought to improve the information systems for both supply and demand. Among the major initiatives is the Al Manar project, which was implemented by NCHRD with support from CIDA to develop a human resources information system. The project has produced valuable policy reports on labor participation, unemployment, migration, employment growth, etc. However, the project was suspended due to a shortage of financing after CIDA's funding stopped. Al Manar, and therefore NCHRD's very limited funding from the government is not sufficient to fulfill its functions to develop the envisioned full-fledged Human Resources Information System covering both supply and demand [. On the supply side, the ERFKE has supported the establishment of an EMIS, but it is not yet fully functional; only basic data is included in the system at this point and more has to be done both at the school level and centrally to fully operationalize the EMIS to become a major source of information on skills supply. Lastly, the E-TVET sector, under the ESDP, is currently developing a sector performance assessment system with clear performance indicators at the TVET providers' level. This system is expected to provide a comprehensive picture of E-TVET sector outputs and performance in light of the country's labor supply needs. It aims to make use of all available data, in order to develop an annual system-wide report to be presented to the E-TVET Council and/or any other relevant decision-making and policy setting body.

## Implications of the Findings

**Accountability for results:** The responsiveness of public training institutions to the demand for skills is in part hindered by a lack of incentives for results. In turn, performance targets for public training providers and corresponding incentives for meeting those targets are currently underutilized in Jordan. In light of these results, a competitive environment might serve to introduce motivational aspects to improve performance, based on a clear set of performance indicators such as: repetition and graduation rates,

employer and trainee satisfaction and job placement rates based on accurate tracer studies. On the other hand the scope and formality of non-state training provision is somehow vague, limiting the menu of WfD services in the country. Having a diverse supply of non-state providers is a key factor in creating competition and market accountability which can be vital drivers for improved quality of services. Policies in providing both financial and non-financial incentives to foster non-state training provision play an important role in attracting providers, such as facilitating licenses to operate and authorizing issuance of recognized certificates, granting access to government support services (e.g. information, instructor training, facilities etc), tax exemption, eligibility to enroll students receiving financial aid from the government or eligibility to compete for government-funded training contracts.

**Rubrics:** In more advanced WfD systems, a **diversity** of non-state providers offer training and most are registered and licensed; the government provides **comprehensive** financial and non-financial incentives to encourage non-state training provision and takes **systematic measures** address quality issues in lagging institutions.

**Autonomy:** The highly centralized system and lack of autonomy at the level of service of providers in managing their financial and administrative affairs, including the selection and hiring of resources, is limiting service providers ability to deliver services that are highly responsive to local needs. Autonomy could be achieved by establishing management boards and amending legislation to include financial control at the level of the training delivery institution. Examples of good practice in the establishment of empowered boards include community colleges in the United States and the establishment of management boards in Mozambique and Pakistan.

**Rubrics:** In more advanced WfD systems, training institutes have the autonomy to select, hire and train their staff, instructors are recruited on the basis of **minimum academic qualifications** in addition to **industry and teaching experience**, and have opportunities for **regular** in-service training, including periodic **industry attachments**.



**Demand-led approach:** The PPP framework provides a platform for formal mechanisms to engage employers in all service delivery matters, including curricula design and training facility specifications. Higher engagement of employers could be achieved if the MSCoEs were integrated within the programming of the VTC itself and articulated with other institutions serving TVET such as CAQA, the community colleges and the E-TVET Council. This would enhance the relevance of training for producing skills that meet the needs and expectations of the labor market. Innovative demand-driven approaches are being piloted by non-profit providers; a good example is the Business Development Center, which operates at the national level to provide the Maharat training program – a youth entrepreneurship and employability program that guides youth through a career path. The Maharat program is now a 3-hour accredited elective course; it has recently been introduced to community colleges, and potentially at the vocational education level (in collaboration with MoE). Another example is the Jordan Career Education Foundation, which works closely with employers to foster a demand-driven approach to create job opportunities for unemployed Jordanian youth through tailor-made vocational, technical, and managerial training programs. All these initiatives are fostering a demand-driven approach; however, taken as a whole the scope of non-state training provision is still underdeveloped due to limited incentives and lack of legislation.

**Rubrics:** In advanced WfD systems, **relevance** of training is enhanced through **formal links** between most **training institutions, industry** and **research institutions**, leading to significant collaboration on a wide range of areas; heads and instructors are recruited on the basis of minimum academic and professional standards and have regular access to diverse opportunities for **professional development**, including **industry attachments for instructors**.

**Monitoring and evaluation system:** Effective monitoring and evaluation systems require appropriate tools for measuring quality and performance, and robust information systems. Data on WfD are often limited in quality, scope, timeliness and accessibility. In Jordan, there is a clear lack of evidence-based policy making due to the limited availability and accessibility of relevant information/reports on labor supply and demand, but also due to the low demand for data in decision and policy making, where there is a need to instill a culture of collecting, sharing and utilizing data in all stages of policy making, implementation and monitoring. From the perspective of those overseeing the WfD system, further harmonization of training and labor market indicators and improved data reporting requirements can inform the design and delivery of programs to better equip trainees with the skills desired by employers. Building on the EMIS and the Human Resources database that was initiated by the NCHRD, it would then be possible to create a centralized database for tracking activities in the WfD system as a whole and to provide comparative data for individual providers to evaluate and improve their performance. On the other hand, a comprehensive labor market information system (LMIS) and career information are needed. The development of a comprehensive LMIS is now included in the NES and in the MoL work plan and budget for the coming years.<sup>31</sup> This system could be combined with a career information system, enabling career orientation and the introduction of employability, and entrepreneurial and career management skills in the curriculum, which are part of the career guidance strategy that is being implemented at the moment.

**Rubrics:** In advanced WfD systems, **relevance** of training is enhanced through **formal links** between most **training institutions, industry** and **research institutions**, leading to significant collaboration on a wide range of areas; heads and instructors are recruited on the basis of minimum academic and professional standards and have regular access to diverse opportunities for **professional development**, including **industry attachments for instructors**.

<sup>31</sup> MoL has started capacity building in this area as part of the NES action plan

## Annex 1: Acronyms

ALMP	Active Labour Market Programs
ASCO	Arab Standard Classification of Occupations
BAU	Balqa Applied University
CAQA	Center for Accreditation and Quality Assurance
CIDA	Canadian International Development Agency
CSB	Civil Service Bureau
EDSDP	Employer Driven Skills Development Project
ERFKE	Education Reform for Knowledge Economy Project
DOS	Department of Statistics
DCI	Data Collection Instrument
ECA	Europe and Central Asia
EMIS	Education Management Information System
ETF	European Training Foundation
E-TVET	Employment, Technical and Vocational Education and Training
EU	European Union
FDI	Foreign Direct Investment
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GoJ	Government of Jordan
HCHRD	Higher Council for Human Resource Development
HDI	Human Development Index
HEAC	Higher Education Accreditation Commission
ICT	Information and Communication Technology
LMIS	Labor Market Information System
MSCoE	Model Skill Centers of Excellence
MENA	Middle East and North Africa
MoE	Ministry of Education
MoHESR	Ministry of Higher Education and Scientific Research
MoL	Ministry of Labour
NA	National Agenda
NCHRD	National Center for Human Resources Development
NES	National Employment Strategy
NET	National Employment and Training Company
NQF	National Qualifications Framework
PPP	Public Private Partnership
QA	Quality Assurance
TVET	Technical Vocational Education and Training
UNRWA	The United Nations Relief and Works Agency
VTC	Vocational Training Corporation
WfD	Workforce Development

## Annex 2: The SABER-WfD Analytical Framework

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

## Annex 3: Rubrics for Scoring the SABER-WfD Data

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

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

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



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

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

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

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

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



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## List of Informants:

The following list includes all those who informed the data collection process.

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## Annex 5: SABER-WfD Scores

		Policy Goal		Policy Action		Topic	
Dimension 1	2.1	G1	2.5	Provide sustained advocacy for WfD at the top leadership level	2.5	G1_T1	2.0
						G1_T2	3.0
		G2	1.8	Establish clarity on the demand for skills and areas of critical constraint	2.0	G2_T1	2.0
						G2_T2	2.0
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	1.7	G2_T3	3.0
						G2_T4	1.0
						G2_T5	1.0
		G3	2.0	Formalize key WfD roles for coordinated action on strategic priorities	2.0	G3_T1	2.0
						G3_T2	2.0
						G3_T3	2.0
Dimension 2	2.0	G4	2.0	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	2.0	G4_T1	info
						G4_T2	2.0
						G4_T3	1.0
						G4_T4	3.0
				Monitor and enhance equity in funding for training	2.0	G4_T5_IVET	3.0
						G4_T5_CVET	1.0
				Facilitate sustained partnerships between training institutions and employers	2.0	G4_T5_ALMP	2.0
						G4_T6	2.0
		G5	2.2	Broaden the scope of competency standards as a basis for developing qualifications frameworks	2.0	G5_T1	2.0
						G5_T2	2.0
				Establish protocols for assuring the credibility of skills testing and certification	2.7	G5_T3	2.0
						G5_T4	3.0
				Develop and enforce accreditation standards for maintaining the quality of training provision	2.0	G5_T5	3.0
						G5_T6	info
						G5_T7	2.0
						G5_T8	2.3
						G5_T9	1.7
		G6	1.8	Promote educational progression and permeability through multiple pathways, including for TVET students	2.0	G6_T1	2.0
						G6_T2	2.0
				Strengthen the system for skills certification and recognition	1.5	G6_T3	2.0
						G6_T4	1.0
				Enhance support for skills acquisition by workers, job-seekers and the disadvantaged	2.0	G6_T5	2.0
						G6_T6	2.0
Dimension 3	2.1	G7	2.0	Encourage and regulate non-state provision of training	1.8	G7_T1	3.0
						G7_T2	1.3
						G7_T3	1.7
						G7_T4	1.0
				Combine incentives and autonomy in the management of public training institutions	2.3	G7_T5	1.7
						G7_T6	2.3
						G7_T7	3.0
		G8	2.1	Integrate industry and expert input into the design and delivery of public training programs	2.0	G8_T1	3.0
						G8_T2	2.7
						G8_T3	1.3
				Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	2.3	G8_T4	1.0
						G8_T5	2.0
		G9	2.2	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	2.2	G8_T6	2.7
						G9_T1	2.7
						G9_T2	1.7
						G9_T3	2.3

## Annex 6: Authorship and Acknowledgements

This report is the product of collaboration between Zaina Dawani, Principle Investigator and staff at the World Bank comprising Amira Kazem, Task Team Leader as well as Jee-Peng Tan, Rita Costa and Brent Parton, leader and members, respectively, of the SABER-WfD team based in the Education Department of the Human Development Network. Ms. Dawani collected the data using the SABER-WfD data collection instrument, prepared initial drafts of the report, and finalized the report; the Bank team scored the data, designed the template for the report and made substantive contributions to the final write up.

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

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

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