

**Technical Assistance Project**

**“Skills for Employment and Social Inclusion Programme”**

**( Activity 1.1.14)**

**Draft**

**A Donor Coordination Strategy for the E-TVET Sector in Jordan and draft project for technical assistance to the E-TVET council and secretariat**

**by**

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# List of Abbreviations

|  |  |
| --- | --- |
| Abbreviation | Explanation |
| AQACHEI | Accreditation and Quality Assurance Commission for Higher Education Institutions |
| AG | Advisory Group |
| ALMMs | Active labour market measures |
| ALMPs | Active Labour Market Programs |
| BAU | Al Balqa Applied University; |
| CA | Contracting Authority |
| CoE | Centres of Excellence |
| CEQA | Centre of Accreditation and Quality Assurance |
| CS | Civil society |
| CSO | Civil society organisation |
| CMS | Content management system |
| DEF | Development employment fund |
| DEVCO | EC Directorate-General for Development and Cooperation (DG DEVCO) |
| DEU | Delegation of the European Union to the Hashemite Kingdom of Jordan |
| DG | Directorate General (of the European Commission) |
| DOS | Department of Statistics |
| EC | European Commission |
| ELARG | EC Directorate-General for Enlargement (DG ELARG) |
| ENI | European Neighbourhood Instrument |
| ENP | European Neighbourhood Policy |
| ETF | European Training Foundation |
| ETVET | Employment and technical vocational education and training |
| ETVET-C | ETVET Council |
| EU | European Union |
| EUBEC | European Blending and External Cooperation |
| GDP | Gross domestic product |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation) |
| GoJ | Government of Jordan |
| HDI | Human Development Index |
| HEAC | Higher Education Accreditation Commission |
| HR | Human resources |
| HRD | Human resources development |
| IS | Information system |
| IT | Information technologies |
| IPA | Instrument for Pre-accession Assistance |
| IPF | Infrastructure Projects Facility |
| JICA | Japan International Cooperation Agency |
| KE | Key expert |
| LM | Labour market |
| LMI | Labour market information |
| LMIS | Labour market information system |
| M&E | Monitoring and evaluation |
| MIS | Management Information System |
| MoE | Ministry of Education |
| MoHE | Ministry of Higher Education |
| MoL | Ministry of Labour |
| MoPIC | Ministry of Planning and International Cooperation |
| MoSD | Ministry of Social Development |
| MSCoE | Model Skill Centres of Excellence |
| MTEF | Medium Term Expenditure Framework |
| NAF | National Aid Fund |
| NCHRD | National Council for Human Resources Development |
| NGO | Non-governmental organisation |
| NES | National Employment Strategy |
| NEES | National employment electronic system |
| NETVETS | National ETVET Strategy |
| NKE | Non-key expert |
| NMPF | National Policy for Microfinance Framework |
| NSHRD | National Strategy for Human Resources Development |
| NQF | National Qualification Framework |
| PC | Project (Steering) Committee |
| PCM | Project Cycle Management |
| PETS | Public Expenditure Tracking Survey |
| PMP | Performance management programme |
| PGAF | Project grant application form |
| PIU | Project implementation unit |
| PMU | Project management unit |
| PPF | Project Preparation Facility |
| PPP | Public-private partnership |
| PRS | Poverty Reduction Strategy |
| PWDs | People with disabilities |
| QSDS | Qualitative Service Delivery Survey |
| PSC | Project Steering Committee |
| RCC | Regional Cooperation Council |
| SME | Small and medium-sized enterprise |
| SC | Steering Committee |
| SS-C | Sector Skills Council |
| SSC | Social Security Corporation |
| STE | Short-term Expert |
| TA | Technical assistance |
| TAT | Technical assistance team |
| TVETC | Technical and Vocational Education and Training Council |
| ToR | Terms of reference |
| TOT | Teaching of Teachers |
| TVET | Technical Vocational Education and Training |
| UNDP | United Nations Development Programme |
| UNHCR | UN Refugee Agency |
| USAID | U.S. Agency for International Development |
| VTC | Vocational Training Corporation |
| WB | World Bank |

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**A DONOR COORDINATION STRATEGY FOR THE TVET SECTOR IN JORDAN**

**EXECUTIVE SUMMARY**

1. A large number of donor-funded projects are currently underway in the field of technical and vocational education and training. The main reasons behind donors' interest are the current challenges and poor employment indicators in Jordan's labour market; the priority expressed by the Jordanian authorities in the TVET field; the interest of the international community in sustaining the economic, social and political stability of Jordan in the context of the lingering Middle East crisis; the emergency situation generated by a large inflow of Syrian refugees.The effective deliveryof a large portfolio of technical cooperation projects with different timelines, institutional arrangements, funding requirements and implementation modalities is placing a heavy burden on national TVET institutions. This workload adds up to the complexity of the TVET governance and funding system, with a plurality of institutional stakeholders, i.e. different Ministries, social partners and training providers. In addition, four different national strategies were adopted between 2011 and 2016 having implications for the reform of the TVET sector, namely the National Employment Strategy, the Jordan 2025 National Development Strategy, the Employment-Technical and Vocational Education Strategy and the National Strategy for Human Resource Development. No common framework has been developed since to ensure the consistency of implementation policies.
2. A national E-TVET Council and a Secretariat were established to enhance coordination in TVET reform. It is recommended that the Council and the Secretariat play a greater and more effective role in the coordination of external donor-funded programmes and projects in this sector. In the shorter term, this may lead to better operational coordination, resource pooling and improved cost-effectiveness of project delivery, reducing overlaps and unbalances among different actions and priorities. In the longer term, donors' ownership and confidence may be strengthened, thus leading to a sustained and more consistent allocation of resources to the E-TVET sector in Jordan building on results achieved along the way.

* The design, monitoring and regular updating by the E-TVET Secretariat of an operational **Master Plan** organizing, updating and harmonizing the content of four relevant national strategies into one operational tool formulated through a results-based approach and format;
* The establishment of a **Master Plan Steering Committee** or, as an alternative, the expansion of the existing Programme Steering Committee, established through the financial agreement signed between the European Commission and the Government of Jordan for direct budget support in the field of Skills for Development and Social Inclusion, to other donors and the international implementing agencies. The Steering Committee shall regularly meet to review the implementation of the Master Plan and provide advice and guidance to the Secretariat;
* The development, within the Master Plan, of **specific tools recording the contributions** made by different international projects as well by the national budget to the various outcomes of the plan and identifying overlaps and/or funding gaps as a guide for future resource mobilization and allocation;
* The inclusion in the Master Plan of **a medium/long term exit strategy**;
* The regular **updating and dissemination of the donor mapping** produced by GIZ in August 2018;
* The development and regular updating of **a portfolio of bankable project outlines** as a basis for future donor negotiations and pledging to fill the gaps in the TVET reform and build on the initial results obtained along the way;
* The facilitation of **operational agreements between/among ongoing projects** to support a more cost-effective delivery of results;
* The encouragement to **multilateral and bilateral donor agencies** active in Jordan to progressively establish a more effective **coordination system in the E-TVET field**, including the option of gradually moving towards a joint resource pledging mechanism on the basis of the gaps and opportunities identified in the Master plan;
* The formulation of specific **TVET-relevant national targets and indicators for SDG n. 4 (education) and SDG n. 8** (growth and employment) in the context of Jordan's national sustainable Development Strategy;
* A **closer cooperation between the E-TVET Council and MOPIC** in relation to the development, clearance and submission of donor proposals related to the E-TVET field;
* The design and funding of a small **technical assistance project** to enhance the capacity (in terms of resources, tools and skills) of the E-TVET Council and Secretariat to plan, monitor and measure the implementation of the TVET reform through a) the development and management of the Master Plan; b) improved design, planning, monitoring and evaluation of technical cooperation projects; and c) enhanced commitment and competencies in donor relations, partnerships and resource mobilization.

**BACKGROUND**

1. Jordan is an upper middle-income country with an almost 10 million population. While the country is not rich in raw material, its economic model builds on private and also foreign investment based on political and social stability and skilled work force. The main sectors of economic activity are industry and tourism, including medical tourism.
2. Despite its relative high level of economic and social development, Jordan is still faced with substantial challenges in relation to labour market performance. The unemployment rate is estimated to be over 18 percent. The unemployment rate among young people is almost 40 per cent (more than 70 percent of the Jordan’s population is under the age of 30). According to some estimates, nearly 50 per cent of the workforce is employed in the informal economy. Significant gender gaps persist in relation to the rates of economic activity, employment and pay. One significant dimension of the labour market in Jordan is the presence of some 1.5 million migrant workers – mostly as a consequence of Syria’s refugee crisis - half of whom work illegally or without proper work permits.
3. Against this background, the Jordanian authorities over the past few years have endeavoured to put in place national strategies focusing on the development of human capital as the main asset to attract investment and ensure fair and sustainable growth. The Jordan 2025 National Development Strategy, adopted in 2014, explicitly emphasizes skills development for competitiveness and quality jobs creation. Specific sectoral strategies include a National Employment Strategy for the period 2011-2020, an Employment-Technical and Vocational Education Strategy (E-TVET) for the period 2014-2020, and a National Strategy for Human Resource Development for the period 2016-2025. These strategies are interrelated and make specific references to one another. However, they have been designed and adopted at different times, with different deadlines and formats and with different monitoring mechanisms.
4. The following table sums up the high-level objectives contained in the above-mentioned national strategies in relation to technical and vocational education and training:

|  |  |  |  |
| --- | --- | --- | --- |
| **2025 National Development Strategy** | **National Employment Strategy** | **Employment-Technical and Vocational Education Strategy** | **National Strategy for Human Resource Development** |
| Jordanians equipped with the skills to succeed | Creating a skilled and motivated Jordanian labour force able and willing to meet the demands of the labour market | Governance of the E-TVET sector is improved | Establish progressive pathways to promote and recognise all forms of learning and skills development within the system and in the labour market and create new options for high quality tertiary TVET education |
| Decent and rewarding jobs for all Jordanians | Enhancing comprehensive planning, effective implementation and monitoring and evaluation of employment and human resources development programs through coordination and synergies between the various stakeholders | The relevance of education and training for employability is improved | Increase the quality of TVET through consistent training requirements for TVET instructors, aligning standards and quality assurance for all institutions, and closer coordination with private sector |
|  |  | Inclusiveness of women, youth and the disabled is improved | Put in place clear governance structures to ensure accountability across the sector |
|  |  | Performance measurement systems are enhanced | Diversifying the source of funding to TVET, including encouraging more Public-Private Partnerships (PPPs), and improving the use of funds in ways that can incentivise positive change in the system |
|  |  | Sustainable and effective funding of the E-TVET Sector is secured | Promote and establish TVET as an attractive learning opportunity from an early age, and throughout the system |

1. Based on the emphasis on human resources and vocational/technical skills development, the Jordanian authorities have been able to mobilize a significant portfolio of international development funds to improve the relevance, effectiveness and sustainability of the national technical and vocational education and training system. According to a mapping exercise performed by GIZ, thirty-eight different projects in the field of employment and skills development are currently being implemented in the country for a total 335 million euros (279 million JODs) contribution from a dozen different donor agencies. Actually, the amount of available resources may be even larger, as not all donor agencies responded to the survey. Over and above this portfolio of projects focusing on the TVET sector, additional vocational training and skills development activities are included in broader programmes, such as the ones implemented by human relief agencies for Syrian refugees in Jordan.
2. External donor funding complements the government of Jordan’s engagement to finance the national TVET system through fiscal contributions, direct budget support and a possible levy on enterprises. The target is to reach 1 per cent of the total GDP to be spent on the sector – starting however from a much lower baseline, i.e. 0.3 per cent, which may be difficult to substantially increase in the near future due to fiscal and budgetary constraints.
3. Beyond the financial aspects, coordination within the TVET sector is faced by a number of challenges, such as a) the large variety of Ministries, national institutions, public and private TVET providers involved in the system; b) the ongoing transition from the current legal and institutional TVET framework to a new one yet to be decided; c) the parallel implementation of the four different national strategies relevant to the TVET sector, which were however adopted at different times with different scopes; d) the absorption capacity of donor resources by national institutions; and e) the fragmented process of approval and implementation of the different donor-funded projects.

**SECTORAL COORDINATION: CHALLENGES AND OPPORTUNITIES**

1. A number of mechanisms for information-sharing and coordination have been established among the different E-TVET related projects underway in Jordan. The purpose of these mechanisms is to ensure the consistency and complementarity of the different actions and find possible synergy and economies of scale. Inevitably, coordination is easier and more frequent among projects funded by the same donor and/or implemented by the same agency. An example of broader synergy in the TVET sector is represented by the ongoing process of establishing national tripartite sector skills councils, three of which are supported by GIZ, two by the ILO and two by EBRD.
2. By the same token, effective operational coherence and consistency is constrained by several factors, which are not unusual in the field of development cooperation and, in particular, in the implementation of skills development strategies. These include the following aspects:
   1. The 38 (or more) ongoing projects have been approved and launched at different times and foresee different management, monitoring and reporting mechanisms, mostly related to the specific policies and rules of the relevant donors, national recipient institutions as well as to the legal and institutional nature of implementing agencies;
   2. The projects cover a broad and diverse range of interventions from policy making to technical support to local training institutions;
   3. As usual, institutional and operational coordination in skills development systems is compounded by the fact that responsibilities are spread across a variety of Ministries and agencies - including Education, Higher Education, Labour and Social Affairs – by the participation of social partners and private sector both in policy making and in direct provision of TVET services, as well as levels of decentralization - as local governments and institutions play an important role in the roll-out of national strategies - ;
   4. The pursuit of tripartite social dialogue in the skills development system enhances the relevance and effectiveness of policy implementation, but it requires an additional layer of consultative and consensus-building processes.
3. Against this background, the Technical Assistance to the Skills for Employment and Social Inclusion Programme (SESIP), funded by the European Union and implemented by GIZ, includes “*donors coordination and dialogue in line with the international aid effectiveness standards for the E-TVET sector, in close cooperation with the Ministry of Planning and International Cooperation, the E-TVET Council Secretariat and its Directorate and the line ministries involved in this programme as one of the results to achieve* (Result 25)”. A specific project activity (A. 1.1.14) has been foreseen to design and implement a mechanism fostering project planning, funding and delivery through improved coordination of the relevant Jordanian authorities (notably, the E-TVET Council Secretariat, the Ministry of Planning and International Cooperation and other key stakeholders) and enhanced dialogue and collaboration with the relevant donor agencies, in line with international aid effectiveness standards.
4. In particular, the improved systematic dialogue between national institutions and donors, as well as among donor agencies, may contribute to two critical achievements:
   * A more cost-effective use of donor funds in combination with national financial and human resources currently allocated to ongoing programmes and projects the skills development sector through operational cooperation and resource pooling among these projects; and
   * An improved planning of donor contributions for future programmes and projects in support to a longer-term and sustainable implementation of current national policies and strategies.

**PRELIMINARY CONCLUSIONS**

1. The proposed donor coordination strategy was developed through an extensive process of consultation, information-sharing and advice provided by a large number of stakeholders and interlocutors at country level through bilateral meetings. Consultations in Amman involved a broad range of interlocutors, including staff and management of the E-TVET Secretariat, GIZ project staff, representatives of Ministries and national institutions participating in the process of the E-TVET Council, representatives of the Ministry of Planning and International Cooperation (MOPIC), social partners, donor representatives, UN organizations and teams, training institutions. A workshop took place with the participation of the GIZ MOVE-HET project, SESIP and the E-TVET Council Secretariat to share the initial indication and collect advice and specific suggestions.
2. The initial conclusion is that there is indeed scope and opportunity for enhanced coherence and dialogue in the planning and implementation of the various interventions supported by international development cooperation agencies in the skills development sector. At the same time, the improved coordination mechanism should also proactively involve the various national stakeholders, in order to avoid inconsistencies between national and international dialogue and cooperation processes. To this end, the E-TVET Council, in consultation with the Ministry of Planning and International Cooperation, should design specific tools and process for enhancing donor dialogue and coordination.
3. Some clarification may be needed on the scope of work and responsibilities of the E-TVET Council. While the donor mapping produced by GIZ also covers broader programmes and projects dealing with different aspects of employment policies and job creation, the National E-TVET Strategy, the National Strategy for Human Resource Development and the composition and agenda of the E-TVET Council only cover the area of technical and vocational education and training (TVET), i.e. an important, but not the only component of a broader employment strategy. Pending a clarification of this inconsistency, the present strategy focuses on donor coordination in the field of skills development and technical and vocational education and training. At the same time, the same donor coordination approach can be easily expanded to a broader sectoral coverage.
4. Also, a clarification would be welcome of the longer-term institutional and legal framework through a possible reform aiming at the transformation of the E-TVET Council into Skills Development Council or Corporation.

**THE TVET MASTER PLAN**

1. The first proposed step to enhance donor coordination in the TVET sector consists in the development of a common planning, resource allocation, monitoring and reporting mechanism at the programme level, following a results-based approach and format. It is recommended that the E-TVET Council develops a Master Plan for the reform of technical and vocational education and training by bringing together the priorities, outcomes and actions foreseen in the different national strategies adopted and under implementation (i.e. the National Employment Strategy for the period 2011-2020; the Employment-Technical and Vocational Education Strategy (E-TVET) for the period 2014-2020; and the National Strategy for Human Resource Development for the period 2016-2025). The Master Plan shall also record inputs and contributions provided by the 38 relevant projects underway. In addition, it shall organize the information about the allocation and use of resources both from national budgets and from donor contributions to the individual outcomes and outputs.
2. The production and monitoring of the Master Plan will inevitably imply an additional workload over and above the implementation of individual projects. However, a comprehensive operational sectoral plan is an essential tool to enhance the consistency and complementarity of the actions undertaken by national and international stakeholders in the field of TVET reform. It will also provide a common basis for joint monitoring and decision-making between national institutions and international partners. In particular, it will enable the partners to look ahead for the planning of future interventions beyond the expiry of the on-going technical assistance projects. This is a critical dimension, as consistency over time is as essential as consistency among different programmes or projects to enhance the effectiveness and sustainability of the reform effort in the longer term.
3. The new Master Plan may also build on a recent document produced with the help of the ILO and inputs by several international partners on a General Framework for Reforming the Technical Education and Vocational Training Sector, which sought to harmonize the provisions of the National Employment Strategy, the E-TVET Strategy and the Human Resource Development Strategy. This document has not been produced in a results-based format and has not yet been officially endorsed by the Jordanian authorities, but it provides useful inputs for the formulation of the new Master Plan.
4. The design of the Master Plan shall include different tools for monitoring implementation and the achievement of results. One aggregate format of the Master Plan could be in the shape of the following table as a guidance tool for future resource mobilization:

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| *Objective* | **TVET1: Access** | **TVET2: Quality** | **TVET3: Accountability** | **TVET4: Innovation** | **TVET5: Mindset** |
| *Rate of attainment* |  |  |  |  |  |
| *Total resources required* |  |  |  |  |  |
| *National resources already allocated* |  |  |  |  |  |
| *Donor resources already allocated* |  |  |  |  |  |
| *Funding gaps* |  |  |  |  |  |
| **TOTAL** |  |  |  |  |  |

1. The strategic objectives indicated in the table above are quoted from the section on technical and vocational education in the National Strategy for Human Resource Development for the period 2016-2025, which is the most recent and longest-term among the relevant national strategies underway. However, the ranking and formulation of objectives, outcomes, outputs and indicators may need to be reviewed and partially reformulated in the Master Plan in order to reconcile or merge the different priorities contained in each adopted strategy. For the sake of example, the higher-level objective could be related to more and better job creation through improved matching between skills and labour demand, while more specific outcomes could focus on aspects of a) governance, b) funding; c) quality assurance; d) effective transition from school to work; and e) social inclusion. However, it would be up to the relevant institutions to agree on a joint formulation at an appropriate level of aggregation of priorities.

**THE MASTER PLAN STEERING COMMITTEE**

1. The Master Plan shall not be yet another national strategy, but a living document to be constantly updated and modified to reflect progress made and new information received. The plan should be formulated following an explicit results-based planning format and approach. Once the TVET Master Plan is produced and operational, it is also proposed to ensure a joint institutional mechanism to monitor and advise on the implementation and regular updating of the plan as a basis for future programming and funding decision. The Committee would have a consultative and guidance nature, as individual decisions – particularly on resource allocation – will be ultimately made by the Ministries and the donors concerned.
2. An option for consideration would be to entrust this function to the annual donor coordination meeting that was established through the financing agreement signed in November 2015 between the European Commission and the Government of Jordan for budget support in the field of Skills for Employment and Social Inclusion (Table B). In accordance with this agreement, at least one donor coordination meeting per year should be held with the participation of the EU, the ETF, USAID, GIZ, the World Bank, the ILO and some other EU Member States under the MOPIC/MOL responsibility. In order to play an advisory role for the implementation of the new Master Plan – and subject to the agreement of both MOPIC and the European Commission - the representatives of additional donors and international implementing agencies contributing to the TVET sector should however also be invited to attend.
3. This option could be discussed between the E-TVET Council, MOPIC and the European Commission. The enlargement of this meeting to other international partners would enable this body to play an advisory role on the Master Plan. If this were the case, however, the coordination meeting might have to be convened more frequently. Otherwise, a new body should be established to perform this function. The Steering Committee would meet on a regular basis – at least twice a year – and recommend actions or decisions to the relevant national and international partners to enhance the coherence and cost-effectiveness of the strategy-ies under implementation. The E-TVET Council would be in charge of monitoring an updating the Master Plan and coordinating the work of the Steering Committee.
4. This comprehensive mechanism shall of course not replace more ad hoc information-sharing and coordination processes to ensure that specific projects working in close or overlapping fields fine tune their work plans to generate synergy and economies of scale. It would however encourage more and more projects working in the same or related areas to pool resources and coordinate their action.
5. One key objective of this strengthened coordination mechanism is to motivate and engage donors to continue and/or to increase their support to the sector in the medium-long term. As mentioned above, regardless of the amount of resources committed by external partners, continuity over time – building on results achieved – is critical for the eventual successful TVET performance in the future. Against this background, through their participation in this coordination process, donors may also be encouraged to share the workload through collective decision-making and resource earmarking, each of them focusing on a specific sub-sector, outcome or geographic area, with a view to avoiding duplication and fostering complementarity.
6. To this end, the development and maintenance of the Master Plan could be accompanied by the production of a related portfolio of bankable project outlines explicitly linked to the different outcomes and outputs included in the plan. The project portfolio could become the basis for collective donor pledging made on the basis of complementarity of efforts to address gaps between needs and resources. Like the Master Plan, the project portfolio should be reviewed and updated on a permanent basis. The National Strategy for Human Resource Development has already somehow followed this approach, as its chapter on Technical and Vocational Education and Training also includes the description of 16 intervention projects required to attain the five strategic objectives set for the TVET sector. These project proposals could be used as a basis for developing the project portfolio to be shared with donors and partners.

**COORDINATION AMONG DONORS**

1. While the decision is beyond the scope of decision by Jordanian institutions, the donor community may also want to establish its own consultative and coordination mechanism on TVET. There could sometimes be issues that donors may want to discuss among themselves. If the Jordanian counterparts encouraged its donors to act in this direction, this would send a message of self-confidence and openness that they may certainly appreciate.
2. According to available information, donor coordination in Jordan, in relation to both the TVET sector and the broader development agenda, has been so far an informal and rather ad hoc exercise. In recent months, a donor coordination groups led by GIZ provided useful feedback and recommendations to the Jordanian counterparts in relation to the integration of the different national strategies related to TVET through the formulation of the General Framework for Reforming the Technical Education and Vocational Training Sector. It would be useful if this coordination group could continue to meet and foster cross-donor cooperation in the longer term and through more institutional arrangements.
3. The E-TVET Secretariat and the funding agencies could usefully review the experience of other relevant countries (such as the functioning of a Donor Partner Group in Egypt) with a view to creating a more effective and permanent mechanism in Jordan. If the pilot donor coordination experience in the TVET sector were successful, there would be no reason why this mechanism could be extended and adapted to the broader development cooperation agenda in the country.
4. With a view to enhancing cross-donor dialogue and levelling the information playing field, the E-TVET Council Secretariat may also want to regularly update and share the donor mapping initially produced with the support of GIZ. In particular, an online platform could be created and hosted in the E-TVET Council website, giving access to individual donors to spontaneously input and update their respective project information. The example of a similar virtual platform created by donors in Myanmar could be reviewed as a possible model.
5. On the basis of the process described above, and depending on the availability and ownership of the relevant donor agencies, the E-TVET Council may want to promote – through the Master Plan process – the organization of periodical (annual?) joint pledging conferences, whereby the donor coordinate and negotiate among themselves and with the counterpart national institutions how to share the responsibility of funding the different component of the TVET reform strategy. This could be done on the basis of the funding gaps identified in the Master Plan, thus enabling donors to fill the different boxes of the matrix on the basis of an objective needs assessment.
6. In the short/medium term, it may not be possible to ensure equal ownership and commitment to joint decision-making by all donors, depending on national practices and political cultures. However, if a substantial number of donors agreed to engage in joint pledging as a critical dimension of policy coherence, this would send an extremely positive message to the whole development community, in line with the approach underpinning the new Sustainable Development Agenda. It should also be emphasized that joint pledging does not automatically imply pooling funds into one budget and/or having to align budget cycles, procedures and decision-making processes, as long as individual donors seek to ensure the complementarity of their respective funding decisions.
7. While some new formal mechanisms for enhanced donor coordination would be welcome, they shall not be perceived as too rigid or time consuming, placing a heavy, time-consuming burden on donors and partners. Too much rigidity in the process might backfire, as most donors would ultimately wish to retain their final funding decisions. Beyond the formal institutional mechanisms, it is therefore essential that a culture of confidence and information sharing between national institutions and donors as well as among donors.
8. In this process, a critical role should be played by the Ministry of Planning and International Cooperation in ensuring the balance and consistency of external funding pledged to the TVET sector with other relevant national development priorities. It would therefore be necessary to define an appropriate mechanism of interface and division of roles and responsibilities between the Council and MOPIC. One possible scenario would be that MOPIC retains its responsibility in signing up on proposals before they are submitted for donor funding, but a formal opinion/endorsement of the E-TVET Council would be required before proceeding to the submission. As MOPIC is responsible for coordinating the work of the Programme Steering Committee, established in follow-up to the signature of the financing agreement between the European Commission and the Government of Jordan for budget support in the field of Skills for Employment and Social Inclusion, a solid operational coordination arrangement can be established between MOPIC and the E-TVET Secretariat.
9. It goes without saying that the volume and scope of future donor resources that may be allocated to the TVET sector in Jordan goes largely beyond the outreach of national TVET institutions. It will depend on a number of factors, such as a) overall trends in official development aid, which in turn will depend on economic and fiscal policies, priorities and constraints; b) the importance and priority assigned to the Middle-East region and to Jordan by donor governments; c) in particular, the situation and developments in the Syrian refugee crisis; d) the level of priority assigned to the TVET sector by the Jordanian authorities in relation to other sectoral needs and demands; e) donor agencies’ own thematic priorities; and f) the donors’ perception of the absorptive capacity of the TVET institutions. On this last point, the relevant Ministries and the E-TVET Council can play a meaningful role by providing evidence and disseminate the results and achievements obtained with the help of donor contributions.
10. In general terms, the E-TVET Secretariat could play an important support role in also ensuring adequate visibility and recognition of donors' contribution to the sector. In particular, specific publications or ads could be regularly produced by the Council with the help of the Secretariat providing information on good practices and success stories in the TVET area thanks to the contribution by the relevant donor(s). In addition to ensuring donors' visibility, public information initiatives and campaigns focusing on success stories may also transmit a positive image of the performance of the Jordanian TVET system, thus contributing to improve the image and credibility of technical and vocational education and training in the eyes of young people and job seekers.
11. In addition, some resources should be invested in developing and regularly updating of a virtual online platform accessible by individual donors on the E-TVET Council website, as an important source of public information and visibility.

**NATIONAL POLICY FRAMEWORK**

1. At a higher or more aggregate policy level, Jordan is currently in a process of developing its national Sustainable Development Goals agenda based on the vision of the Jordan 2025 National Development Strategy as well as on the set of sustainable development goals, targets and indicators adopted by the international community in 2015. While the scope of this exercise goes beyond the TVET sector, it is highly recommended that Jordan explicitly include in its own national agenda the definition of relevant Sustainable Development Goals, targets and indicators. In particular, attention is drawn to SDG 4 *(***"***Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all")*and SDG 8 *("Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*"*)* and to the following related targets:
   * *Target 4.3:* By 2030 ensure equal access for all women and men to affordable quality technical, vocational and tertiary education
   * *Target 4.4:* By 2030, increase by x% the number of youth and adults who have relevant skills, including technical and vocational skills
   * *Target 4.5:* equal access to vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations
   * *Target 8.3:* Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage formalization and growth of micro-, small- and medium-sized enterprises including through access to financial services
   * *Target 8.5:* By 2030 achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value
   * *Target 8.6:* By 2020 substantially reduce the proportion of youth not in employment, education or training
2. A national commitment to formulate, monitor, measure and report on a regular basis the attainment of such goals and targets would send a very powerful message to the international community and the donor agencies on the importance attached by Jordanian constituents and stakeholders to the issue of skills development and to the scope for fostering coordination and partnership among all the relevant stakeholders. Ideally, this effort should be part of the strategy for implementing and monitoring the broader national Sustainable Development Goals. In this regard, appropriate linkages should be established with the United Nations country team and the Office of the National Coordinator of the United Nations in Amman.
3. As mentioned earlier on, in relation to the institutional and legal framework, an enabling factor for donors' commitment would be a clarification of proposed reform bills recently discussed concerning the transformation of the E-TVET Council into a Skills Development Council or Corporation with larger private sector participation. Regardless of the final decision that will be made, it would be useful if the donors were re-assured on the institutional arrangements expected in the future.

**BUILDING CONFIDENCE WITH INTERNATIONAL DONORS AND PARTNERS**

1. With a view to supporting the donor coordination process, regular awareness and training workshops should be held for the relevant staff and managers from the Council, the Secretariat and from individual ministries and institutions involved in interfacing with donor representatives at the operational level. The idea is to promote a spirit of mutual trust and collaboration beyond the formal contractual, financing and reporting requirements. The underlying objective is to promote an accountability and problem-solving culture in the relationships between donors and recipients, which will ultimately feed the donors’ longer-term commitment to the cause of TVET development in Jordan.
2. In particular, training and sensitization could be promoted to ensure that:
3. Technical and financial reports are submitted on a regular basis and are clear and reader-friendly. An effort could be made to convince the donors as well as implementing agencies to adopt as common reporting format to the extent possible;
4. Donor agencies are not contacted separately by different national institutions and no inconsistent or contradictory message is delivered to them;
5. Possible problems or challenges are not concealed and, rather, counterpart institutions show openness and interest in picking the donors’ brain for problem solving;
6. Adequate attention is paid to maintaining a technical and policy dialogue with donors beyond the funding dimension. While the nature of individual donor agencies may be very diverse (e.g. bilateral vs. multilateral), donors are often interested in promoting the policies and approaches that they have successfully developed and implemented in their own country or funded in other recipient countries. As a consequence, displaying interest in the possible adaptation of others’ good practices is always a sound approach to donor dialogue. At the same time, the E-TVET Council and other relevant institutions should be careful to avoid copying and pasting external practices. A process of adaptation and harmonization is always required in relation to the economic, social, cultural and fiscal parameters of the recipient country. On the other hand, technical partnerships with national TVET institutions in donor countries may open the door to additional donor funding opportunities;
7. In relation to the point above, appropriate cooperation modalities may be adopted for the provision of technical inputs from relevant national agencies of the donor country, while emphasizing that Jordanian counterparts shall have the final say in the policies and tools to be adopted and/or adapted in the country;
8. As indicated earlier, an effective public information policy should be developed and implemented to ensure the continued motivation and commitment of donors and partners. In particular, evidence and visibility should be provided to success stories that have been possible thanks to the collaboration of and support by external donors and partners.
9. Needless to say, the most effective way of building credibility and trust with donors is good delivery. Of course, this does not entirely depend on the capacity and commitment of recipient institutions, as external factors play an important role. Also, the main responsibility for delivering results lays with implementing agencies, which in most cases are third-party stakeholders.
10. One specific complexity of the coordination between donor and recipient institutions is indeed represented by the current prevailing project implementation modality. In most cases, at the operational level, national institutions do not interface with the donors directly, but with the implementing agencies. Currently, 23 international implementing agencies are involved in the delivery the on-going TVET project portfolio in Jordan. This arrangement of course entails many advantages, as it relieves scarce human resources in the national recipient institutions from heavy administrative, managerial and reporting burden, and it also brings in valuable international expertise and experience. However, donor, implementing and recipient agencies may have complementary, but not always matching expectations and agendas. Most projects include steering committees/boards where the three parties are represented and make joint decisions. At the same time, informal bilateral contacts between two out of the three stakeholders may at times generate misunderstandings or tensions.
11. This is of course not the case for direct budget support or national implementation modalities. Direct budget support is the preferred option of the Government of Jordan to the extent that national recipient institutions can demonstrate their implementation and management capacity. As some donors may however continue to opt for the agency implementation modality for some time, it is essential that national recipient institutions also establish a relationship of trust and openness with their implementing partners to prevent inconsistencies in the programme/project delivery phase.
12. It is therefore important that both national and international implementing agencies be closely associated to any specific coordination mechanism established between the country and its donors (e.g. by being invited to attend the programme planning and review meetings around the TVET Master Plan). At the same time, the rules of conduct mentioned in paragraph 22 to manage donor relations mostly apply – with due adaptation – to the relationships with implementing agencies.
13. As far as direct budget support is concerned, this funding modality usually comes with limited or no conditionality, thus leaving the Government and the national institutions in the driving seat of the national development strategy(-ies). At the same time, in order to maintain donors' commitment in the longer-term, evidence shall eventually be produced of the cost-effective use and impact of these resources on successful TVET reform.
14. In addition, it is recommended that any future contribution to projects and programmes in the TVET sector in Jordan include a component on national capacity development as a pre-condition for the sustainability of results achieved over a longer period of time. While in the development cooperation jargon the term “capacity development” is often equivalent to “training”, institutional capacity has actually different dimensions. Financial and material resources are critical, which entails a commitment for the government to gradually increase the budgetary resources allocated to TVET to the extent possible. Secondly, legal and political empowerment is a necessary condition for sustainable impact: the different ministries, agencies and social partners shall be enabled to make decisions and encouraged to work together. Thirdly, the development of tools, working processes and organizational models and policies based on the adaptation of best practices may greatly enhance institutional capacity. Fourthly, staff competence, commitment and motivation are the engine of any effective organization: this implies staff development, but also human resource policies aiming at attracting and retaining competent staff.
15. As the Master Plan would be produced while strategies and projects are underway, a specific time frame may be established (e.g. 2016-2025) to estimate the resource needs and gaps in the medium and longer term. Against this background, the proposed TVET Master Plan should also include a realistic exit strategy, as responsible national institutions shall demonstrate their capacity to progressively take over the responsibility to lead and manage the change process. This will not necessarily entail a reduction in future donor funds, but a possible change in the nature of the cooperation.

**THE ROLE AND CAPACITY OF THE E-TVET SECRETARIAT**

1. The development and maintenance of this strategic Master Plan will require additional efforts and dedicated capacity on the part of the E-TVET Council and its Secretariat, over and above the monitoring and review of individual projects. In addition, the team of the Secretariat may benefit from staff development activities in the field of project and programme design, management and monitoring, as well as on resource mobilization and partnership skills. It is therefore recommended that a small project proposal be formulated for the provision of technical assistance to the Secretariat and/or existing or new resources be allocated to finance the Secretariat's capacity development, either through on-going direct budget support, through contributions by projects underway or through a new donor grant. An initial, tentative project outline has also been drafted.

**SUMMARY OF RECOMMENDATIONS**

1. To sum up, specific recommendations include:
   1. The design, monitoring and regular updating by the E-TVET Secretariat of an operational Master Plan organizing, updating and harmonizing the content of four relevant national strategies into one operational tool formulated through a results-based approach and format. The suggested time frame is 2016-20125;
   2. The establishment of a Master Plan Steering Committee involving Ministries, TVET institutions, social partners, international donors and implementing agencies. An alternative option, subject to an agreement by MOPIC and the European Commission, could be the attribution of this responsibility to the annual donor coordination meeting foreseen in the financing agreement signed between the European Commission and the Government of Jordan for budget support in the field of Skills for Employment and Social Inclusion (in which case the donor meeting may however be convened more frequently). The Steering Committee shall regularly meet to review the implementation of the Master Plan and provide advice and guidance to the Secretariat;
2. The development, within the Master Plan, of specific tools recording the contributions made by different international projects as well by the national budget to the various outcomes of the plan and identifying overlaps and/or funding gaps as a guide for future resource mobilization and allocation;
3. The inclusion in the Master Plan of a medium/long term exit strategy;
4. The regular updating and dissemination of the donor mapping produced by GIZ in August 2018, including the development of a virtual platform where donors can update their project information directly;
5. The development and regular updating of a portfolio of bankable project outlines as a basis for future donor negotiations and pledging to fill the gaps in the TVET reform and build on the initial results obtained along the way;
6. The facilitation of operational agreements between/among on-going projects to support a more cost-effective delivery of results;
7. The encouragement to multilateral and bilateral donor agencies active in Jordan to progressively establish a more effective coordination system in the TVET field, including the option of gradually moving towards a joint resource pledging mechanism on the basis of the gaps and opportunities identified in the Master plan;
8. The formulation of specific TVET-relevant national targets and indicators for SDG n. 4 (education) and SDG n. 8 (growth and employment) in the context of Jordan's national sustainable Development Strategy;
9. An early clarification of the expected institutional and legal framework of the E-TVET Council and the E-TVET Fund;
10. A closer cooperation between the E-TVET Council and MOPIC in relation to the development, clearance and submission of donor proposals related to the TVET field;
11. The design and funding of a small technical assistance project to enhance the capacity of (in terms of resources, tools and skills) of the E-TVET Council and Secretariat to plan, monitor and measure the implementation of the TVET reform through a) the development and management of the Master Plan; b) improved design, planning, monitoring and evaluation of technical cooperation projects; c) improved visibility, namely through the website and publications; and d) enhanced commitment and competencies in donor relations, partnerships and resource mobilization.

**NEXT STEPS**

1. In the light of the proposed donor coordination strategy, the next steps are also suggested (time frame: 12 months)
   1. The donor coordination strategy is presented to and validated by the E-TVET Council and subsequently to a donor meeting;
   2. The Secretariat, with the help of SESIP, formulates a project proposal for technical assistance and staff development on the formulation of the Master Plan, on programme management and monitoring skills, on improved visibility and on resource mobilization and donor relations;
   3. The Secretariat – in collaboration with MOPIC – identifies and negotiates with potential donors the funding of the project proposal;
   4. The Secretariat also seeks to identify and negotiate the use of existing project resources to contribute to the launch of the donor coordination strategy and the Master Plan;
   5. Subject to the availability of resources, the Secretariat works on an initial version of the Master Plan and related monitoring tools and presents it to the Council for endorsement;
   6. The Council takes initial steps with MOPIC and the European Delegation in Amman with a view to sounding them out on the scope and possibility of expanding the role and composition of the annual donor coordination meeting foreseen in the EU/Jordan financing agreement to also advise and support the implementation of the Master Plan;
   7. Based on the feedback received from MOPIC and the EU, the Council, with the support of the Secretariat, produces and negotiates with the relevant national and international partners the draft terms of reference for expanding the role and composition of the existing donor coordination meeting to advise and support the implementation of the Master Plan;
   8. As an alternative, The Council, with the support of the Secretariat, produces the draft terms of reference for the creation and composition of the a TVET Master Plan Programme Steering Committee to advise and support the implementation of the Master Plan;
   9. The Council, with the support of the Secretariat, updates the initial donor mapping produced by GIZ and circulates it for information to the members of the Council, the members of the Steering Committee and relevant stakeholders;
   10. The Council, with the support of the Secretariat and in collaboration with MOPIC, develops an initial version of the portfolio of bankable project outlines and shares it with the members of the Council, the members of the Steering Committee and the broader donor community;
   11. The Council, with the support of the Secretariat, designs and submits an initial plan for staff development in the fields of programme planning, management and monitoring as well as donor relations and resource mobilization;
   12. The Council, with the support of the Secretariat, Secretariat brokers some coordination agreements among on-going international technical cooperation projects in the TVET field to enhance synergy and resource pooling among projects working on the same or similar objectives and technical fields;
   13. The Council, with the support of the Secretariat – in collaboration with MOPIC and in coordination with the UN Country Team – drafts an initial proposal for the formulation of SDG no. 4 and no. 8 in relation to targets relevant to the TVET sector;
   14. The Council, with the support of the Secretariat, prepares and produces an initial booklet on good practices in the TVET field in Jordan with due recognition paid to relevant donors.
2. The speed and outreach of implementation of this initial phase and work plan will largely depend on the early identification and availability or additional budget or donor resources for the Strengthening of the E-TVET Secretariat. To this end, a close coordination with MOPIC will be required to speed up the process of design and submission of a project proposal for the strengthening of the Secretariat. GIZ and/or other technical agencies currently working in Jordan may be a very useful source and advice to the Secretariat in this regard.

**LOGICAL FRAMEWORK OF THE DONOR COORDINATION STRATEGY**

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| *Strategic objective* | The effectiveness and impact of the reform of the technical and vocational education and training (TVET) sector in Jordan is enhanced through improved coordination among national institutions and international donors and partners. |
| *Immediate objective 1* | A more relevant and cost-effective use is made of international resources allocated to the strengthening of the technical and vocational education and training (TVET) sector in Jordan through improved synergy, coordination and collaboration among ongoing projects funded by external donors. |
| *Expected results for objective 1* | * 1. A new, results-based Master Plan for the TVET sector for the period 2016-2025 is formulated by consolidating and harmonizing the relevant components of the four national strategies currently underway (i.e. the Jordan 2025 National Development Strategy; the National Employment Strategy; the Employment-Technical and Vocational Education Strategy; and the National Strategy for Human Resource Development). The Plan shall include mechanisms for regular monitoring and updating as well as an exit strategy;   2. The annual donor meeting foreseen in the financing agreement signed between the European Commission and the Government of Jordan for budget support in the field of Skills for Employment and Social Inclusion - is enlarged to other international TVET donor and implementing agencies and regularly meet to monitor the implementation of the Master Plan with the involvement of relevant government institutions, E-TVET Council members, social partners, international donors and implementation agencies contributing to the outcomes of the Master Plan Steering Committee. As an alternative, a new Master Plan Steering Committee is established to provide regular advice and feedback to the E-TVET Council and Secretariat on the implementation of the Master Plan;   3. The capacity of the Secretariat of the E-TVET Council is strengthened to ensure the coordination, monitoring and regular updating of the Master Plan and related donor coordination strategy;   4. Regular staff development programmes are delivered to enhance the skills of the Secretariat team as well as other relevant national officials in the field of strategic planning and monitoring as well as project management;   5. Operational agreements are encouraged and established between/among ongoing international projects to coordinate activities and pool resources;   6. Institutional partnerships are established and implemented with relevant national or international TVET agencies and organizations;   7. The donor mapping produced with the support of GIZ is updated on a regular basis and the information is shared across the E-TVET Council, the Master Plan Steering Committee, the UN Country Team and other relevant national and international stakeholders.   8. The E-TVET Council Secretariat website is improved and regularly updated as a source of information-sharing and visibility;   9. An online version of the donor mapping is hosted on the E-TVET Council Secretariat website allowing donors to provide inputs directly. |
| *Immediate objective 2* | Additional resources are allocated by international donors to sustain the implementation of the reforms in the longer-term through enhanced donor dialogue and complementarity. |
| *Expected results for objective 2* | * 1. A portfolio of bankable projects is developed and regularly updated as a basis for additional mobilization of donor resources for the TVET sector in accordance with priorities and resource gaps identified in the Master Plan;   2. Project proposals submitted to donors shall include explicit institutional capacity development components to ensure the sustainability of TVET reform beyond international assistance;   3. The donor community agrees to hold annual pledging conferences to collectively approve and allocate new resources in support of the TVET strengthening and reform building on the results already achieved and filling the funding gaps identified by the Programme Steering Committee;   4. The donor community also agrees to strengthen informal mechanisms for coordination and consultation among themselves with a view to reconciling donor interests with relevant national needs and priorities in the TVET sector;   5. New projects and programmes are approved by international donor agencies on a longer-term basis so as to ensure the sustainability of the reform and capacity of the TVET sector in Jordan;   6. SDG national goals and targets relevant to the TVET sector are produced, adopted and monitored in line with the broader Jordan SDG agenda, thus sending a message of national commitment and policy coherence in the TVET sector;   7. Regular staff development programmes are delivered to enhance the skills of the Council and Secretariat team as well as other relevant national officials in the field of partnerships and resource mobilization;   8. Publications and information campaigns are produced to inform the public opinion of results achieved in the TVET reform and to recognize the contribution made by international donors and partners. |
| *Implementation arrangements* | The Secretariat of the E-TVET Council will be responsible for steering the planning and implementation of the donor coordination strategy and its different components, under the guidance of the Council. In particular, the Secretariat will develop and monitor the Master Plan, the project portfolio and the preparatory work for joint donor pledging conferences. Formal donor coordination – including pledging conferences – shall be assured in close coordination with the Ministry of Planning and International Cooperation.  The Secretariat shall also provide inputs for the formulation of the relevant SDG goals and targets. For this purpose, additional resources will be pursued, both within the national budget and through donor contributions, to strengthen the technical and operational capacity of the Secretariat.  The different projects currently under implementation will contribute to the process through technical inputs and cost-sharing modalities. |
| *Reporting and evaluation* | The donor coordination strategy will be adopted for the period 2019-2025. The Secretariat will submit regular reports at the meetings of the E-TVET Council and of the Programme (or Master Plan) Steering Committee. Internal evaluation exercises will be assured by the E-TVET Council in consultation with the Ministry of Planning and International Cooperation. Subject to the mobilization of dedicated resources to strengthen the capacity of the E-TVET Secretariat in coordinating the strategy, an external/independent evaluation will be implemented in 2022. |
| *Assumptions* | 1. Continued political and economic stability allowing for smooth planning and implementation of TVET reform; 2. Continued donor commitment to Jordan and the TVET sector; 3. Enhanced donor commitment to improved coordination; 4. Continued government ownership on TVET reform and on the need to improve institutional coordination and capacity in the sector; 5. An agreed legal and institutional framework of the E-TVET Council and the E-TVET Fund, thus providing a clearer scenario to current and potential donors; 6. Effective and inclusive functioning of the Programme (or Master Plan) Steering Committee; 7. Availability of additional resources to allow the E-TVET Council and Secretariat to perform its expanded functions and responsibilities. |