

# TECHNICAL & FINANCIAL FILE

ENHANCING CAPACITIES FOR INSTITUTION  
BUILDING PROGRAMME

OCCUPIED PALESTINIAN TERRITORY

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## ABBREVIATIONS

AFO	Administrative and Financial Officer
AQAC	Accreditation and Quality Assurance Commission
BI	Beneficiary Institutions
BTC	Belgian Technical Cooperation
CCI	Chamber of Commerce and Industry
DGD	Directorate-General for Development Cooperation (Belgian Federal Government)
EDSP	Education Development Strategic Plan
FPCCIA	Federation of Palestinian Chambers of Commerce, Industry and Agriculture
ISE	International Sector Expert
JFA	Joint Financing Arrangement
KfW	Kreditanstalt für Wiederaufbau
LLL	Lifelong learning
MoE	Ministry of Education
MoEHE	Ministry of Education and Higher Education
MoHE	Ministry of Higher Education
MoL	Ministry of Labour
MoPAD	Ministry of Planning and Administrative Development
MoSA	Ministry of Social Affairs
MoU	Memorandum of Understanding
MPC	Ministry Programme Coordinator
NDP	National Development Plan
NIET	National Institute for Educational Training
NTA	National Technical Assistant
OPT	Occupied Palestinian Territory
PCDC	Palestinian Curriculum Development Centre
PFI	Palestinian Federation of Industries
PMT	Programme Management Team
PRDP	Palestinian Reform and Development Plan
QCC	Quality Control Committee (BTC+DGD)
QIF	Quality Improvement Fund
SC	Steering Committee
TEP	Tertiary Education Project
TFF	Technical and Financial File
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNRWA	United Nations Relief and Works Agency

## LEXICON

**Scheme of apprenticeship:** refers to a general framework which defines the roles and responsibilities of all parties, overall modalities such as (minimum) working conditions, selection of training providers, duration of training, standards for accreditations, equilibrium between general training/on the job training, criteria for MoU, legislation issues such as level of remuneration for apprentices (minimum wage law) and incentives provided to employers (tax reductions), etc.

**Apprenticeship model :** refers to the more concrete modalities between the training schools/centres and the employers for each particular trade.

**Strategy of apprenticeships :** refers to the national plan regarding the vision, the overall plan and strategy to implement apprenticeships in the occupied Palestinian territory (OPT)

**Apprenticeships' Action Plan :** refers to the concrete implementation plan to introduce the apprenticeships scheme and models in the Palestinian Society

## EXECUTIVE SUMMARY

BTC has been asked by the Directorate-general of Development of the Federal Government of Belgium, to develop a new approach to capacity building, replacing the old approach which favoured high-level individual multi-year university studies. The new approach enhances the integration of many good practice experiences of individual project-type interventions into mainstream policies and implementation.

For the Palestinian Capacity Building Programme, part of the Indicative Cooperation Programme 2012-2015, we have opted for an approach with 2 components:

- The capacity building regarding Technical and Vocational Education and Training (TVET), with a focus on Apprenticeship
- The capacity building regarding open scholarships in order to reach more the families with disadvantaged backgrounds

Acknowledging the objectives of the revised approach, new accents will be introduced in both components.

In order to respond to the specific objective 'the institutional capacities of the beneficiary institutions involved in the apprenticeships scheme and scholarships are improved', the project implements a capacity building strategy at institutional/system, organisational and individual level that addresses:

- Ministry Staff and Private Sector Organisations at central level, involved in the supervision of the technical and vocational skills development related to apprenticeship models (result 1);
- All the partners at local level involved in the implementation of apprenticeships (result 2).

In the second component, the intervention aims to support the different ministries involved in scholarships in promoting better access for reaching better the disadvantaged youth from disadvantaged families and to promote access to training and coaching for economically and socially disadvantaged learners (result 3). As requested by DGD, the programme will be implemented in BTC management, with the Ministry of Education (MoE), the Ministry of Higher Education (MoHE), the ministry of Labour (MoL) as main partners at the Palestinian Side, and the Belgian Technical Cooperation (BTC) at the Belgian side. Several Private Sector Organisations and the NGO-TVET league will be actively involved in the implementation of the project.

The Belgian contribution to the programme will be 5,000,000 Euros. The contribution of the Palestinian Authority will be mainly in-kind (staff, offices, meeting rooms) which represents an amount of approximately 148,000 Euro.

The programme duration will be 4 years.

## ANALYTICAL RECORD OF THE INTERVENTION

Intervention number	NN 3012293
Navision Code BTC	PZA 12 029 11
Partner Institution	Ministry of Education, Ministry of Higher Education, Ministry of Labour
Duration of the intervention	60 months for the validity of the Specific Agreement (starting with the signature of the Specific Agreement) 48 months for implementation
Date of the intervention	2013
Contribution of the Partner Country	Approximately 148,000 Euro.
Belgian Contribution	5 million Euros
Sector (CAD codes)	43081 - Multisector education/training
Brief description of the intervention	The intervention consists of 2 parts: <ul style="list-style-type: none"> <li>- Capacity building of staff members of Ministry of Education, Ministry of Labour and Social Private Organisations involved in the implementation of apprenticeship in collaboration with their respective (training) institutions/division.</li> <li>- Enhancement of the access to training and coaching of economically and socially disadvantaged learners to Palestinian Higher Education Institutions at the Undergraduate level, to Secondary Technical Schools, Vocational Training Centres and to apprenticeship and internships.</li> </ul>
Global Objective	Contribution is brought to State Building through enhancing the Palestinian capacities in view of institutional development.
Specific Objectives	The institutional capacities of the beneficiary institutions involved in the apprenticeships scheme and scholarships are improved.
Results	<ol style="list-style-type: none"> <li>1. Ministry Staff and Private Sector Organisations, involved in technical and vocational skills development facilitate and supervise the implementation of apprenticeship models within the apprenticeships scheme</li> <li>2. The partners at local level implement apprenticeships.</li> <li>3. The institutional and organizational capacity to award scholarships to disadvantaged youth is strengthened.</li> </ol>

# 1 SITUATION ANALYSIS

## 1.1 OVERALL (POLICY) CONTEXT

In its attempt to build the Palestinian State, the Palestinian National Authority decided to draw up a two-year overall government plan (2011-2013), in which all strategies for the government policies related to state-building are integrated and aligned. The **National Development Plan (NDP)** includes the development plans for four main different sectors: the governance sector, the social development sector, the economic development sector and for the sector of infrastructure.

The NDP ranks capacity building for the Palestinian People as one of the top priorities for guiding the development of both the social and economic sector. In fact, the NDP has indicated the importance of improving the quality of education in Palestine through:

- adopting high quality learning and teaching approaches
- developing the nature of the matriculated examination for high school students
- improving the teaching profession
- improving the quality of learning at tertiary education institutions
- improving and empowering the TVET sector in Palestine in order to meet the labour market needs. The NDP has also stated the importance of enhancing the level of partnership between the learning service providers and private sector in addition to establishing employment centres as two main strategies to reduce the unemployment rate.

Previously, a new Education Development Strategic Plan (2008-2012) (EDSP) has been developed, based on the findings of an in-depth evaluation of performances of the education sector, the result of a previous strategic plan and the Palestinian Reform and Development Plan 2008-2011 (PRDP). The EDSP aims to reform the quality of education, to address in a compressive manner quantitative and most importantly qualitative priorities of education, and to enable education to become powerful force for social and economic development. The educational development strategy aims to "prepare a Palestinian proud of his religion, identity, his Islamic Arabic Culture and contributing in building his society and seeking for knowledge, creation and positively activating with the scientific and technological development and to be capable to compete in scientific and practical aspects"<sup>1</sup> The EDSP's goals are defined as follows:

- "to increase access of school-aged children and students of all education levels and improve the ability of the education sector to retain them (access);
- to improve the quality of teaching and learning (quality);
- to develop the capacity for planning and management and to improve the financial and management systems used (management);
- to realize a gradual conversion of the Higher Education Sector and the TVET sector from a supply-oriented to a demand-oriented sector, which accordingly, guarantees more compatibility between outputs and labour market(s) needs (Relevance)"<sup>2</sup>.

## 1.2 THE EDUCATION-TRAINING-EMPLOYMENT SYSTEM

On the central (national) level, the Government, the representative organisations of the formal economy, and the organisations of the civil society are directly involved in the Education-

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<sup>1</sup> See; EDSP

<sup>2</sup> See EDSP



## Training-Employment System.

The Education Sector is a relatively homogeneous, unitarian system with 9 to 10 years Basic Education, 2 years Secondary Education, and Higher Education in Universities and non-University institutions. Secondary Education consists of a general academic stream and a section of technical and vocational education, which includes branches such as: commerce, agriculture, industry, nursing, jurisprudence and hotel management. The tertiary or Higher Education sub-sector is constituted by Universities and a number of non-university institutions, such as the Community Colleges and the Technical Colleges.

Technical and Vocational Education and Training are provided within and outside the Education System by different providers at various qualifications levels:

- 1) Vocational and Agricultural Schools at Secondary Education grades 11 and 12, TVET level 3, with three different options:
  - a) Going for the same Secondary Education final exam, the “Tawjeehee” by joining the vocational track,
  - b) Joining the “Applied track”, which is more oriented towards the labour market focusing on the application and specialized courses; it ends with a comprehensive application test at the end of the 12th grade;
  - c) Learning by Apprenticeship, with 1 or 2 days a week in a Vocational School and 3 or 4 days in a company;

Or ending without the final exam.

- 2) Technical Colleges at Tertiary Education level, which provide two-year courses resulting at completion in a Technician Diploma at TVET level 4;
- 3) Vocational Training Centres providing any type of training at TVET level 1 and 2 without general education content, from short-term to long-term and including all skills levels<sup>3</sup>;
- 4) Company based vocational training through Apprenticeship and Internships involve companies in the labour market;
- 5) Non-formal employment oriented TVET programmes offered by public institutions, private institutions and NGO's to various target groups in a non-systematically way at TVET level 1.
- 6) In addition, the Ministry of Social Affairs has a department that deals with school dropouts<sup>4</sup> and offers four programmes: academic programmes, vocational programmes, extra-curricular activities and social counselling. The vocational programme covers 8 vocational centres in the West Bank where the full time staff act as trainers. They receive around 500 students a year, participating in 12 programs of 2 years of study. The link of this programme with Ministry of Labour is very limited.
- 7) And, United Nations Relief and Works Agency (UNRWA) provides practical training to Palestinian refugees through 10 vocational and technical training centres with a capacity for 6,600 trainees. Three types of courses are offered:
  - trade (vocational) courses lasting one or two years
  - technical/semi-professional courses lasting two years

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<sup>3</sup> These are governed and supervised by the Ministry of Labour

<sup>4</sup> 11,000 in West Bank

- certificate programs courses lasting one or two years.

Three Ministries oversee the TVET sector<sup>5</sup>

- The Ministry of Education (MoE) for the Vocational and Agricultural Schools, including the formal Apprenticeship modality.
- Ministry of Higher Education (MoHE) for Technical and community colleges
- The Ministry of Labour (MoL) for the (governmental, non-governmental and private) Vocational Training Centres and the non-formal employment oriented TVET programmes.

The Directorate-General for TVET within the MoE oversees the TVET institutions under its jurisdiction directly (and not through the District-level Bureaus of Education).

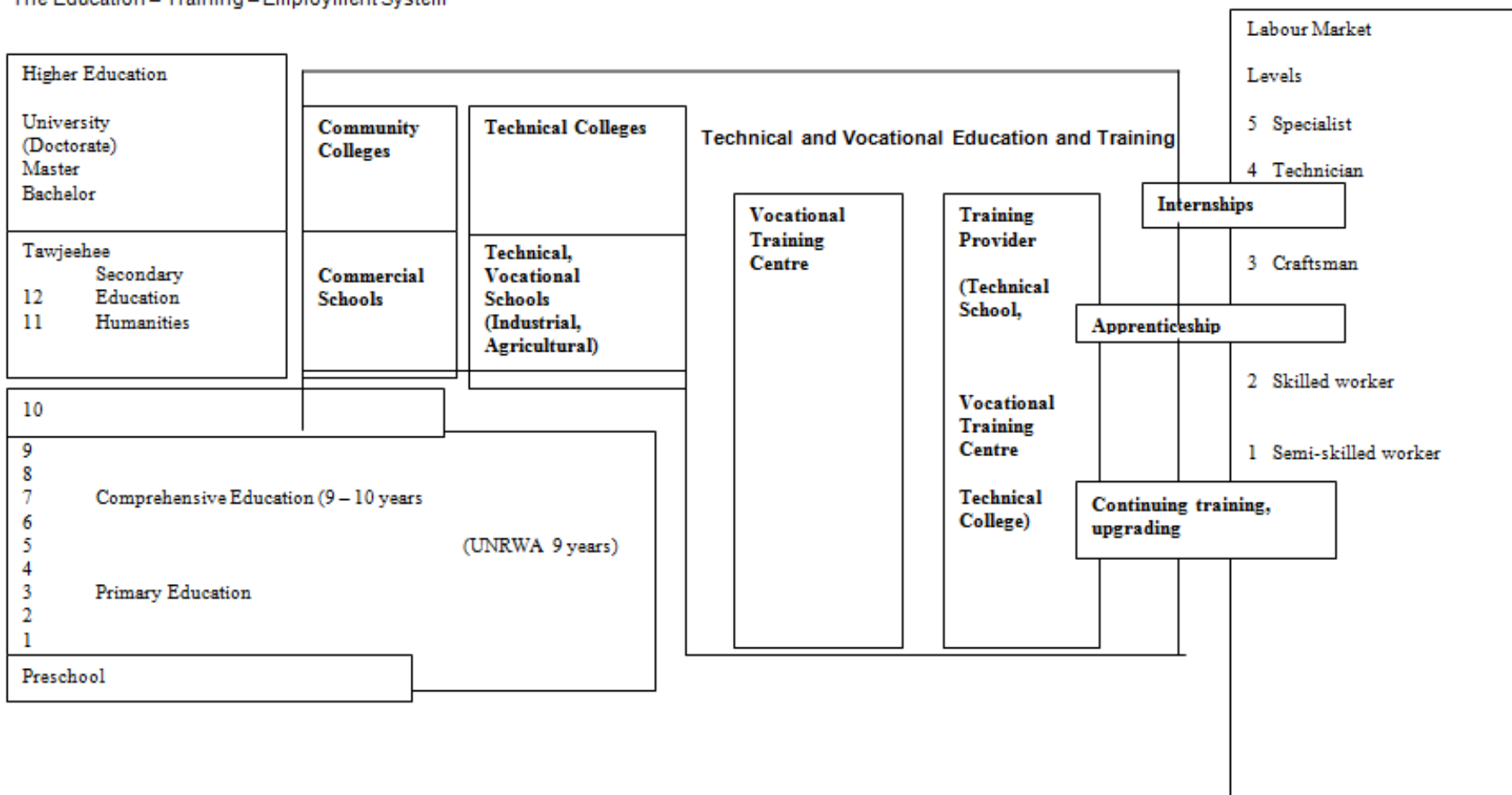
The different Ministries are bound to cooperate. They have taken part in a multitude of joint international cooperation projects in TVET and Employment. In the second half of the 1990's, there was a strong shift to modernise the TVET sector, to rationalise the structures and to professionalise the management of the sector. A TVET Development Centre was bound to be set up, several international cooperation agencies were ready to fund the start-up period of this structure, but it never became reality. Although there is a renewed dynamism movement in the sector, mainly coming from the companies and the private sector organisations, the necessary step to institutionalise the collaborative structures is not yet done and the executive bodies set out in the revised TVET strategy do not work yet.

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<sup>5</sup> The "TVET Sector" is sometimes considered as a Sub-Sector of the Education Sector. However, Vocational Training Centres, continuing education and training for staff from enterprises and other organisations, internships and apprenticeships involve always the economy and are related with other Ministries of the Government than Education. Therefore, the term "TVET Sub-sector" is avoided in this document):

## The Education – Training – Employment System

The Education – Training – Employment System



## 1.3 AN OVERVIEW OF THE EDUCATION SECTOR

### 1.3.1 The Ministries of Education and Higher Education

In May 2012, the former Ministry of Education and Higher Education (MoEHE) is divided in a Ministry of Higher Education (MoHE) and a Ministry of Education (MoE).<sup>6</sup>

The Ministry of Education (MoE) and the Ministry of Higher Education (MoHE) are the official bodies concerned in developing Palestinian education at all levels including: kindergartens, public education, adult education, continuing education, university-level education, technical and vocational education. MoE is running all governmental educational institutions and supervising private educational institutions and those run by UNRWA in both the northern and southern provinces. With more than 2,500 schools and nearly 30,000 teachers (West Bank), thousands of administrators etc., the Education Sector is the biggest institutional body within the OPT.

Till so far, both ministries are headed by a Minister. In the ancient version of the organisational chart, which is still applied, the ministers are assisted with several councils and a Deputy Minister. 4 Assistant Deputy Ministers overview all parts of the Ministry, a complex institution with 26 Directorates-General (see also the organisational chart)<sup>7</sup>. Four units, namely Jerusalem Unit, Juristic Unit, Curriculum Development Centre, National Institute for Educational Training (NIET), run by different directors-general, report directly to the deputy minister.

The four Assistant Deputy Ministers direct the whole Education Sector according to the following scheme:

- Assistant Deputy Minister for Higher Education, who overviews also the area of secondary and tertiary Technical and Vocational Education and Training<sup>8</sup>;
- Assistant Deputy Minister for Administrative Affairs
- Assistant Deputy Minister for Education Affairs
- Assistant Deputy Minister for Development Affairs, who oversees all international cooperation projects which enter at the central level through the Palestinian Authority

On the provincial level, there is a District Education Bureau in each of the 24 administrative Districts (Governorates or Muhazafat in Arabic), which is supervised by the general directorate of education and who report to the deputy minister. The General Directorate of Education supervises a number of directorates in different cities and areas in the West Bank and Gaza.

Within the scope of this intervention, three departments are of special interest, namely:

- the National Institute of Educational Training (NIET)
- the Directorate General of Scholarships
- the Directorate General for Technical and Vocational Education and Training ( at MoE and MoHE)<sup>9</sup>

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<sup>6</sup> As the concrete modalities and mandates are not yet known, only there were a distinction between both ministries is yet defined, reference to both ministries will be made.

<sup>7</sup> An updated organizational chart is not yet available but it is yet known that the DG for Higher Education, for Higher Education Gaza will move with the Council for Higher Education, the Council for Scientific Research, the Loan Fund and the Accreditation and Quality Assurance Commission to the Ministry of Higher Education.

<sup>8</sup> Also this will move to MoHE in the near future.

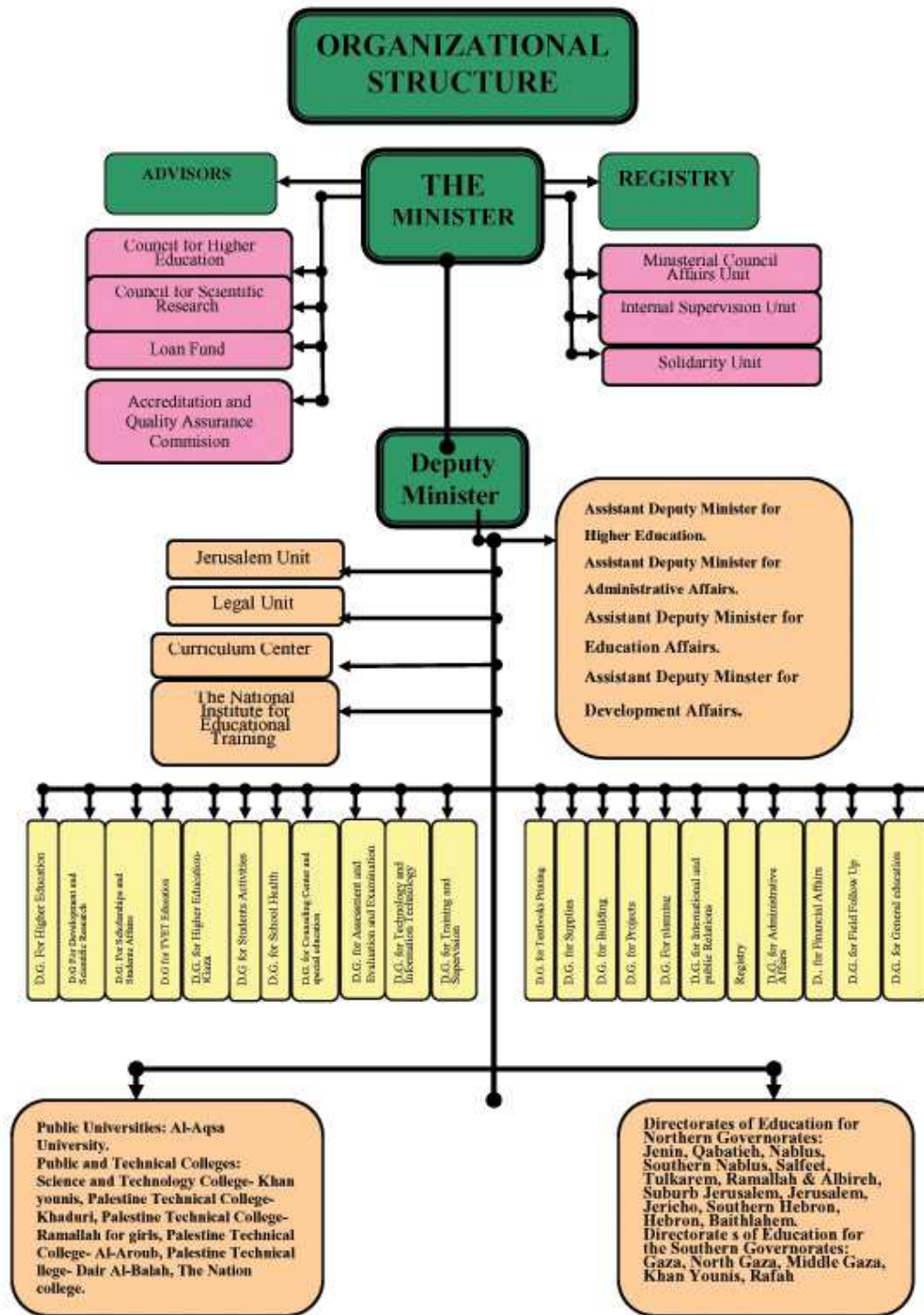


Figure 2 : The current Organisation Chart of MoEHE

<sup>9</sup> This Directorate General will also be split in the near future and a distinction will be made between vocational schools (till level 3) which will be directed by MoE and postsecondary TVET which will be placed under MoHE.

### **1.3.1.1 National Institute of Educational Training (NIET)**

The National Institute of Educational Training (NIET) was established in 2004, as part of the MoE, to enhance the quality of education and to provide a platform to secure the achievements and developments at all levels. It was a strategic step, which came in recognition of the importance of training and qualifying employees in order to achieve the anticipated goals.

The Institute focuses on skills development and capacity building of human resources through the design, implementation and evaluation of effective training programmes. It has identified the following as its strategic objectives:

- “Developing the managerial, technical and educational performance of employees in all levels within the Ministry of Education and Higher Education.
- Improving the quality of the teaching and learning processes
- Providing the decision makers within the MoE with the necessary information to develop the educational policies.
- Developing the capacity and resources of NIET<sup>10</sup>.

NIET has also the mandate to improve the quality of teaching in the TVET sector, but albeit its intentions and willingness, it has not been involved in the past.

### **1.3.1.2 Directorate General Scholarships**

The General Directorate is responsible for the follow-up of the whole process of the scholarships at the level of tertiary institutions: from the needs and supply identification till the follow-up of the selected candidates. A general policy on scholarships and institutional capacity building is not available; as a result the opportunities for scholarships provided by the donors are treated separately.

Of the total of 2,642 Scholarships in the year 2011, most of them were offered by the Palestinian Authority (one third of all Scholarships coming from the Cabinet, the Palestinian Universities and the presidency), followed by Jordan, Turkey, Russia and Algeria. Approximately 95 % of these Scholarships are focused on undergraduate’s studies and in the case of the Palestinian Authority, this is even 100 %. 90 % of those scholarships are attributed to women. The other scholarships are addressing the needs at the level of graduates. Most scholarships cover the cost of the study and finance a part of the living cost. In comparison with other regions, the youth in Gaza are favoured, receiving 40 % of the grants. For these students, the commitment of returning to the Palestinian Territories is more considered as a moral commitment, instead of an official obligation, which can be prosecuted.

The Directorate-General considers as their main challenges:

- Addressing the needs at the undergraduate level, where the demand is higher than the offer;
- The adaptation of the living conditions for the students coming from a small village to a big city;
- The prerequisite of having a high level of English (without providing the costs to cover the fees of the necessary courses) for the ministry staff.

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<sup>10</sup>See Information brochure NIET

### **1.3.1.3 The Directorate-General for Technical and Vocational Education and Training of the MoE and MoHE**

The Directorate-general for Technical and Vocational Education and Training, one of the 26 directorate generals at central level, is, as indicated in the organisation chart at the next page, constituted by 4 Departments each containing several units. It is expected that both ministries of education will continue to share the major responsibilities within the TVET system, with the Ministry of Labour, where:

MoHE will care for Technical Education provided through technical and community colleges;

MoE will be responsible for Vocational Education provided through Industrial secondary schools.

The MoE and MoHE in close coordination with the Accreditation and Quality Assurance Commission (AQAC) provides accreditation for 2 and 4 year programmes offered by the TVET schools. The AQAC, it is responsible for the registration and accreditation of courses of study and plays a major role in the development of new courses, which cover the senior secondary schools, vocational education and training and community college programmes.

In total, there are 19 vocational schools (14 in the West Bank of which 2 are only dedicated to women) and 3 in the Gaza region. The main options are: Industrial, Agricultural, Hospitality education, and Home Economics. Besides there are 31 technical colleges (20 in the West Bank and 11 in Gaza), of which 6 are government-owned. The main options are technical, education (kindergarten teachers), business administration and services divided in 70 different specialisations. A Palestinian specific is that Commercial Education, although it prepares for work, is part of General Education as many schools have in the secondary school level a Humanities and a Commercial stream.

Enrolment in secondary vocational education is still very low. The number of students enrolled in vocational high school reached 9,319 in the scholastic year 2009 – 2010, representing only 6.1% of the total number of secondary school students. Female students constituted only 35.6% of vocational high school students, while they constituted 55.3% of academic secondary school students<sup>11</sup>. The main reason for the low percentages of enrolment in TVET is the negative regard society has for technical and vocational education and the dissatisfaction of the employers with the practical and hands-on competences of TVET and University graduates. Consequently the major challenge is to better link TVET and its outputs, quantitatively and qualitatively, to the widely diversified needs of the labour market. As the latter is quick to change, programs of study should be flexible and easy to be continuously updated and modernized, which is not the case for the moment. In addition, critical thinking and the capacity of learning by oneself are key “non-technical” competences needed in the labour market, but currently the Palestinian education system scores rather low on these life skills. They are not a high priority in the education system.

Other gaps, as they are identified by the League of Vocational Education and Training Association (VET-NGO league) in their gaps analysis report<sup>12</sup> are

- The fragmented national system and framework
- Poor internal (in the sector) and external (with the private sector) collaboration
- Outdated training programs
- Limited employability of the skills training
- Limited staff preparation and qualifications
- Lack of (financial) resources

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<sup>11</sup> Whereas the percentage of girls can reach 100 % in the commercial stream).

<sup>12</sup> See Gap analysis report, VET NGO league

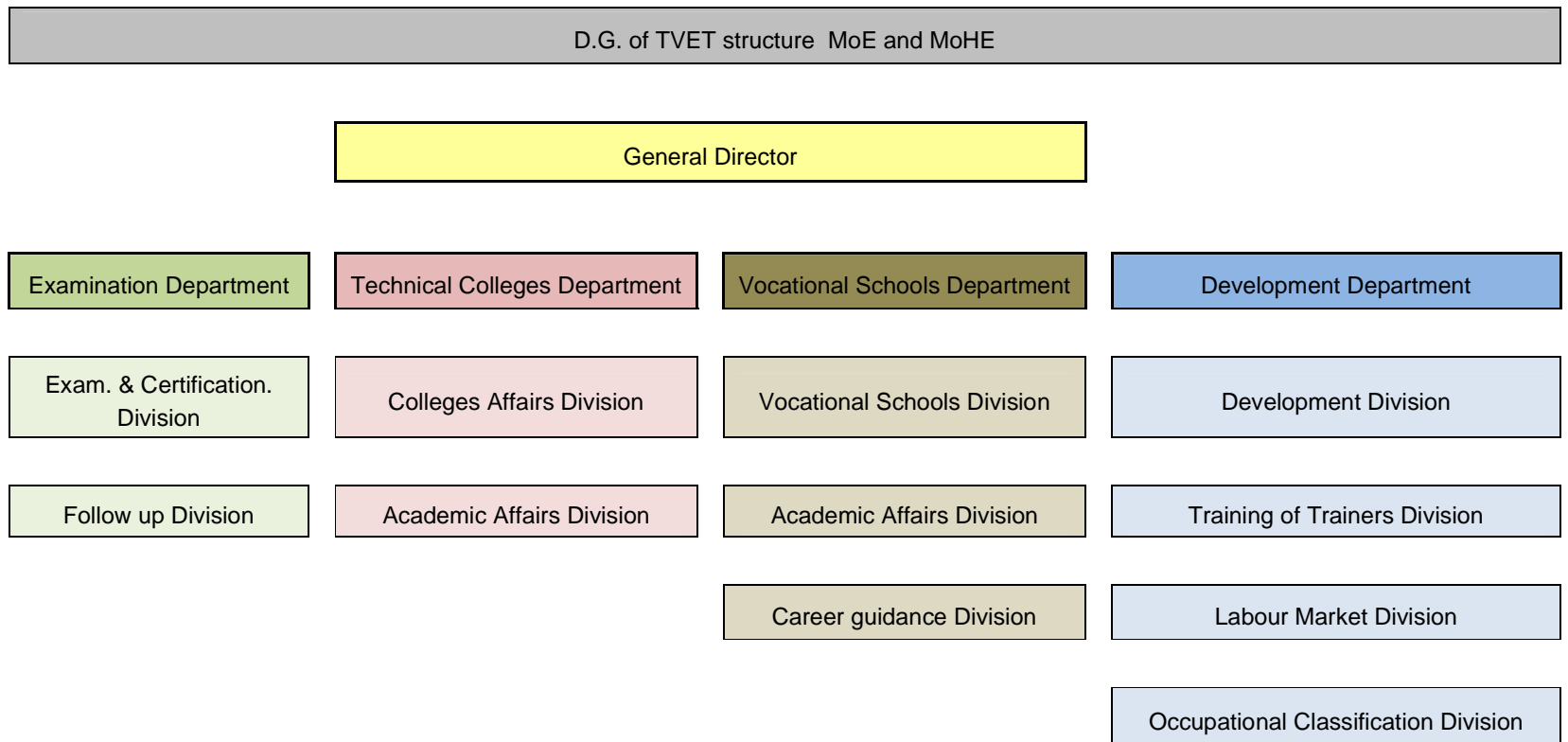


Figure 3 : Structure of TVET department in MoE and MoHE<sup>13</sup>

<sup>13</sup> This is still the current structure, but will soon be adapted according to the split between both ministries



### 1.3.2 Capacity building strategies in the MoE and MoHE

In late 2007 and early 2008, Palestine witnessed a revival in strategic planning within all sectors, due to the renewed interest of donor countries in the peace process. Besides the general challenges of the overall education sector, written down in the EDSP, a Teacher Education Strategy and a National Technical and Vocational Education and Training Strategy were developed.

#### 1.3.2.1 National strategy capacity building for the education sector

In diagnosing the education sector during the preparatory phase of the EDSP, several data were collected and analysed, amongst those regarding the management of education and the relevant capacity development and the needed systems development.

Despite past achievements, the diagnosis revealed some main challenges related to the whole sector, which were the following<sup>14</sup> :

- Ratification of the education law, rules and regulations;
- Diminish duplication and overlap in the responsibilities and roles amongst the various units in MoEHE's organizational structure;
- Updating, harmonizing and regular use of databases and decision-support systems;
- Decentralization;
- Capacity for planning, plan implementation, monitoring and evaluation as well as management at large, including development of national sustainable training capacity in the fields of educational planning and management, especially within the MoEHE's National Institute for Educational Training (NIET);
- Financial planning and management;
- Relations with stakeholders and development partners.

All these challenges are considered in the goals and results of the 5-year action plan.

#### 1.3.2.2 Teacher Education strategy

In order to develop a comprehensive national strategy for educating teachers, and to improve the qualifications of those responsible for teacher education, a teacher strategy was developed in 2008. This strategy aimed to respond to:

- The need to improve the quality of education in Palestine;
- The need for clear and explicit policies for teacher education and for the continuing development of teachers;
- The large difference in the ways teachers are qualified and professionally supported by different institutions;
- The need to develop the teaching profession;
- The need to build the capacity of the MoEHE to manage the teacher education system<sup>15</sup>

The developed strategy offers the teachers a matrix and pattern of knowledge, general and specialized skills, values and positive attitudes through improving work conditions. It also presents possible means to improve the living conditions of teachers, so that Palestine can have a competent and efficient cadre of qualified teachers, who represent the cornerstone in any process

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<sup>14</sup> See EDSP

<sup>15</sup> See Teacher training strategy

to improve the students' learning opportunities in the Palestinian schools.

### **1.3.2.3 National Technical and Vocational Education and Training Strategy (NTVETS)**

The revised TVET strategy of 2010 replaces the former edition adopted in 1999 and reflects an important paradigm shift, which places quality and relevance of TVET as its priority.

The overall objective of the National TVET strategy, developed by MoEHE and MoL, is “to create knowledgeable, competent, motivated, entrepreneurial, adaptable, creative and innovative workforce in Palestine contributing to poverty reduction and social and economic development, through facilitating demand-driven, high quality technical and vocational education and training, relevant to all sectors of the economy, at all levels and to all people”<sup>16</sup>.

In this respect, the National TVET Strategy aims to:

- Create a unified, relevant, effective, efficient, crisis resistant, flexible, sustainable, accessible, participatory, LLL oriented, transparent, holistic and attractive system that fulfils its general obligations towards the Palestinian society;
- Create a coherent framework for all actors and stakeholders in the TVET system;
- Strengthen the TVET institutions in view of making them Centres for Technologic Competence, Accumulation & Transfer based on local needs and capabilities;
- Improve the quality of TVET (formal and non-formal) at all levels and make it responsive to the needs of the labour market;
- Ensure equal access of women and people with special needs to TVET;
- Strengthen the culture of self-employment and support job creation in the economy;
- Take into consideration the participation of all stakeholders in the governance approach to ensure a unified system;
- Develop a sustainable financing system for TVET with efficient and cost-effective delivery systems and management structure;
- Build the human resources of the system to effectively manage and implement TVET<sup>17</sup>.

In the strategy, explicit reference is made to the need to involve the private sector, the introduction of the National Qualifications Framework, the establishment of a Council of Vocational Technical Education and Training and the improvement of the traditional apprenticeships scheme.

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<sup>16</sup> See TVET strategy

<sup>17</sup> See TVET strategy

## 1.4 AN OVERVIEW OF THE LABOUR SECTOR

### 1.4.1 Economic context

The Palestinian economy shows the typical characteristics of a developing country, in particular of a low-income developing country. The level of living is low in monetary terms. Real GDP in 2009 was 5,147 million US dollars, resulting in a real GDP per capita of 1,390 US dollars per year.

The economic growth rate is equally low and volatile,<sup>18</sup> due to the severe constraints and obstacles resulting from the policies imposed by the Israeli occupation.

The Palestinian labour market suffers from a chronic disequilibrium between the labour supply and the labour demand<sup>19</sup>. Due to a high population growth rate<sup>20</sup>, the labour supply (mostly new entrants) will increase very sharply in the coming years, while the labour demand in the domestic Palestinian economy remains low<sup>21</sup>. The participation of girls and women in the labour force is low, representing only about 15 % of total labour force participation. By the end of 2009, the unemployment rate amounted to 24.8%. The low level of GDP per capita, low economic growth rates and high rates of unemployment led to widespread poverty in the Palestinian territories<sup>22</sup>. Partly as a consequence of the high level of unemployment, people tend to opt for the highest level of education achievable – university- rather than to orient themselves through vocational education towards possibilities on the labour market.

In Gaza the situation is worse, as there is a continuous negative economic growth for the whole period.<sup>23</sup> Real GDP per capita in Gaza reaches only 776 US \$ and the unemployment rate is at 39.1%.

The imbalance in the domestic labour market coexists with a low labour force participation rate, which ranged from 40% to 42% in the period from 1997 - 2009, and with a low female labour force participation rate (15.1%).

Among the different economic sectors, the service sector provides the highest percentage of domestic jobs. In 2009 the service sector absorbed 33.8 % of the Palestinian labourers, the public sector 16.3%, the industrial sector 15.1%, and the agricultural sector 15%. Finally, the construction sector provided only 10.1% of the jobs.

Another point of attention is the structure of enterprises: 97% of the Palestinian enterprises employ less than 10 employees<sup>24</sup>. Consequently, the share of medium-sized and bigger enterprises with 20 employees and more is very low<sup>25</sup>. However these medium-sized enterprises are particularly important for innovation, economic development and to “carry” the development of systems and services for a flexible labour market and a qualified workforce.

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<sup>18</sup> During the period from 2000-2004 economic growth on national level was negative, and from 2004 -2008 it turned to positive and reached 2.7 % on average

<sup>19</sup> In 2009, 724 thousand people were available for the labour market (labour supply), among them were 126 thousands women.

<sup>20</sup> which reached 3% between 1997-2008, and the young age structure of the population (43.5% of the population is aged 15 years or younger)

<sup>21</sup> The Palestinian domestic economic sectors provide only 68% of the jobs, where the Israeli labour market provides 7.5%. The rest of the labour supply is unemployed.

<sup>22</sup> The poverty rate among the Palestinian families, according to the real consumption patterns, reached 30.8% in 2006. At the same time the Palestinian families whose income level is under the national poverty line (518 US\$) was 56.8%. The percentage of families living under the ultra-poverty line (414 \$) was 44.1%.

<sup>23</sup> 2000-2008, for 2004-2008 the result was -4.5% on average

<sup>24</sup> 90% employs less than 5 employees.

<sup>25</sup> less than 1 percent

The development of an effective economic and employment strategy is strongly hindered by restrictions by the Israeli occupation, affecting import and export possibilities, free trade; the investment climate; the size of the internal Palestine market; transportation (time); and (free) movement of labour and on contract. Therefore the enterprises focus their activities mainly on the internal Palestinian market and the level of informal employment is high. Several economic sectors have a growth potential, for instance pharmaceutical and chemical industry, stone & marble industry, food processing, ICT and technology, and tourism<sup>26</sup>. The Palestinian diaspora has a strong academic and economic potential which can be used for strengthening the Palestinian economy.

The above-mentioned characteristics of the Palestinian economy and labour market show the huge efforts needed to reconstruct the Palestinian economy and the challenges for any employment strategy in the Palestinian territories. Some groups require specific attention, namely the population of Gaza, the youth<sup>27</sup>, and (higher educated) women<sup>28</sup>

### 1.4.2 Ministry of Labour

The Ministry of Labour (MoL) is directed by a Minister and a Deputy Minister who are supported by six Directorates-General, as indicated in the organisation chart at the next page.

The MoL focuses on:

- Supervision of the application of labour law through the General Administration of Inspection and labour Protection;
- Development and improvement of the trilateral relations;
- Application of the law of regulating the professional work, proposing appropriate legislation for the development of the labour sector, registering and supervising workers' and employers' associations, quality control,
- Coordination of donor efforts to support the labour sector,
- Improvement of cooperation and exchange of experiences at the regional and international levels.
- Organization and supervision of the Vocational Training Centres<sup>29</sup> and the non-formal employment oriented TVET programmes up to level 2
- Coordination of the implementation and follow-up of the Palestinian Classification and Certification System and the National Qualification Framework.

The main strategies of the Ministry of Labour to be implemented are the Employment Strategy and the 'Strategy for the Development of the Labour Sector'. The **Employment Strategy**, where relevant harmonised with the recently adopted TVET-strategy, intends to build further on "A strategy for the development of the Labour sector in Palestine"<sup>30</sup> and is used as a national strategy under the responsibility of the Minister of Labour. The main goal of the employment strategy is "to create the circumstances (policies, measures, institutions and infrastructure) for growth of employment, leading to diminished poverty, reversing the perspective for youth – from high unemployment and low paid jobs to a qualitative perspective with career possibilities"<sup>31</sup>.

Key areas in this respect are:

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<sup>26</sup>Specifically, there are potentials for service exports which go through ICT channels as call centres, software development and electronic games, engineering services, architectural design. Other potentials exist in the design and production of furniture, glass and ceramics products. In addition, the Palestinian

<sup>27</sup> Having an unemployment rate in the age group 15-19 of 38%, and an unemployment rate among 20-24 years of 40%

<sup>28</sup> Higher educated women (>13 years of education) have a higher risk on unemployment than men: 34% against 15%.

<sup>29</sup> Organizing the governmental ones and supervising the centres organized by non-governmental and private organisations

<sup>30</sup> See Employment strategy

<sup>31</sup> See Employment strategy

- To increase competitiveness in terms of flexibility of the labour force, skills development, and productivity development;
- Organisation of the labour market according to the needs of employers: labour demand orientation;
- Investment in education and training, in particular related to the needs of employers;
- The development and application of “decent work principles”.

In order to accomplish these changes, an intense socio-economic dialogue with social partners (employers' organisations and trade unions) is considered as vital and is translated in the creation of a close social partnership and the establishment of a government infrastructure, enabling close cooperation between business and human resources development. Consequently, one **focal area for institutional development** is the establishment and promotion of a Social Partnership and the creation of a smooth cooperation between the Employment Agency, Palestinian Federation of Chambers of Commerce, Industry and Agriculture (PFCCIA), Palestinian Federation of Industries (PFI) and the TVET sector.

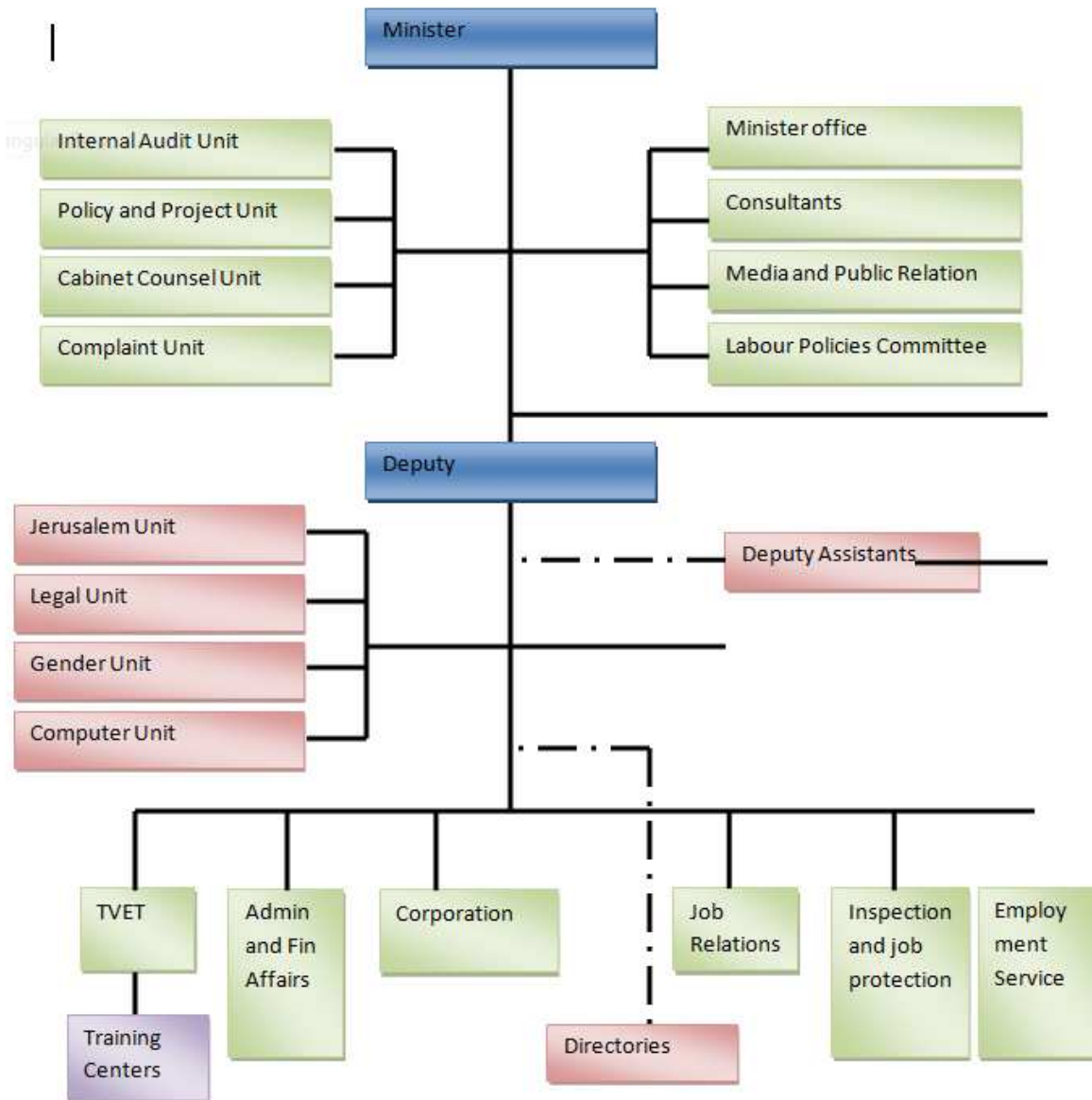


Figure 4 : The Organisation Chart of the Ministry of Labour, Palestinian Authority

Other priorities for the inter-ministerial cooperation are identified in the following areas:

- “On socio-economic development with the Ministry of National Economy;
- Further development of the TVET system (and its links with employment services), together with the Ministry of Education and Higher Education in implementing the revised TVET-strategy ;
- Promotion of the participation of women on the labour market with the Ministry of Women Affairs;
- Addressing youth unemployment measures with the Ministry of Youth and Sport;
- Establish close links between the “Employers Relations officer OSS” and the TVET

training development'.<sup>32</sup>

In addition to the employment strategy, the MoL has developed its own **Strategy to Develop the Labour Sector** in Palestine, in order to address the dilemmas faced by the sector, of which the most important are:

- The failure of current existing structures in the labour sector in improving services provided to the public, and in leading the national effort in this area, and coordinating external support;
- Waste of time, effort and the current existing public funds, resulting from multiple government agencies that provide the service; the dispersal of government and national efforts, and the recurrence of programs;
- Slowing efforts to implement the national strategy for Technical and Vocational Education and Training (TVET);
- Absence of a national strategy of employment and weak linkage between the sectors of employment and training;
- Weakness of the role of the private sector, social partners and the need to involve all parties in the management and financing of these sectors.<sup>33</sup>

The proposed strategy has taken into account the Palestinian context, what currently exists in the Ministry of Labour and aims to complement other existing strategies, such as the Palestinian TVET strategy of 1999 and the Palestinian Reform and Development Plan 2008-2011 (PRDP). Likewise, it is consistent with international standards and with modern global trends in the management of the labour sector.

The strategy proposes the creation of specialized, independent and semi-government national agencies that will take it upon themselves to mobilize sectors where they operate according to policies and directives from the government. One of these bodies is the **National Agency for Vocational Education and Training**.

The strategy is elaborated within the vision that "the Palestinian labour Sector is to take the Palestinian labour market to the stage of optimization, through the achievement of harmony between the outputs of education and training systems, and labour market needs"<sup>34</sup>. As such, the sector objective of the labour sector is 'to provide manpower in accordance with the requirements of the labour market'<sup>35</sup>. Consequently one of the main priorities is the development of the vocational training goals, amongst others:

- 'The effective integration between employment and technical and vocational education and training, and improve the links and connections between labour force supply and demand in the area of technical and vocational education and training';
- The promotion of education and training in self-employment and make the creation of personal projects a career option;
- Strengthen channels and linkages between technical and vocational education and training systems;
- The development of a comprehensive system for accreditation, licensing and quality control of vocational training and education institutions and programs, including institutions, agencies and centres that provide on-going education and training;
- Strengthen aspects of equity (equality) in the vocational training and education

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<sup>32</sup> See Employment strategy

<sup>33</sup> See Labour strategy

<sup>34</sup> See Labour strategy

<sup>35</sup> See Labour strategy

programs with particular attention to women and groups with special needs;

- Encourage the participation of the private sector, labour organizations and non-governmental sector in the training policies and the provision of training<sup>36</sup>.

### 1.4.3 The Directorate-General for Vocational Training

The Directorate-General for Vocational Training, in charge of TVET in the MoL has the mandate to:

- Oversee and certificate all Vocational Training Centres and non-formal employment oriented TVET programmes offered by governmental, non-governmental and private institutions;
- develop a policy for TVET;
- represent the Directorate-General internationally and nationally;
- follow-up projects.

The MoL provides accreditation to the one year programs and other short course offered by TVET centres, and is the main source of approved courses of study that form the bulk of training programmes delivered in public TVET centres. The ministry provides free training in TVET centres run in the West Bank (8 centres) and Gaza (4 centres). The duration of the programmes varies from a few months to a year. The training offered in the Vocational Training Centres is centre-based and includes only internships<sup>37</sup> for trainees in companies for a duration of between 1 and 3 months. However, these internships are not structured.

### 1.4.4 Ministry of Labour – Strategic Plan for Capacity Building

The MOL has developed its own strategy for capacity building for its staff, in order to achieve its objectives more effectively and efficiently. The strategy identified the following programs as priority from the employees' perspective: programme in management skills, programme in financial administration and planning, leadership and planning, computer skills, public relations and communications skills, language skills (English and Hebrew) and the training of trainers.

### 1.4.5 The Private Sector Organisations

Two major organisations represent in the OPT the interests of the organised private economic sector:

- 1) **The Palestinian Federation of Industries (PFI)**, which is the Palestinian umbrella organisation of 14 industrial sector organisations, such as Paper and Printing sector, Stone and Marble sector, Banking and Finance sector, Construction sector etc.
- 2) **The Federation of Palestinian Chambers of Commerce, Industry and Agriculture – (FPCCIA)**, the umbrella organisation of the local Chambers of Commerce and Industry, of which there is one or more per Governorate.

Many companies are members of both organizations or of the sub-organisations, or will become members in the future, as membership will become mandatory at the end of 2012. Their main

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<sup>36</sup> See Labour strategy

<sup>37</sup> According to the 'Report on the more feasible delivery system to implement recommendations in partnership with the private sector', internships is a system of on-the job training for white-collar jobs, similar to an apprenticeships. Interns are usually college or university students, but they can also be high school students or post graduate adults seeking skills for a new career; they may also be as young as middle school students in some areas. Student internships provide opportunities for students to gain experience in their field, determine if they have an interest in a particular career, create a network of contacts, or gain school credit. Internships provide employers with cheap or free labour for (typically) low-level tasks. Some interns find permanent, paid employment with the companies in which they interned. Their value to the company may be increased by the fact that they need little to no training.



activities are related to the promotion of Palestinian products, to increase the market share of Palestinian products inside Palestine, and to increase exports to the region. Therefore they participate, amongst other activities, in Policy development and the promotion of a green economy.

Both federations provide some training to their members, mainly focussing on legislation, good governance, development of a specific private area, strategic planning etc. Also some of the local chambers strengthen the capacities of their members, offering training on management, accounting, language, human resources management. Continuous training or in-service training of entrepreneurs is almost not existent, with the exception of entrepreneurship training for young graduates, which has taken place in the past.

In general they consider the improvement of the quality and relevance of training as crucial for the economic progress of Palestinian companies. As such, they have undertaken some joint programmes with universities, e.g. with Birzeit University and An-Najah University on Industrial Engineering in a Tempus project, which was evaluated as very positive. In addition they consider TVET as a priority, and awareness raising and engagement in apprenticeship are pointed out as urgent needs.

## 1.5 APPRENTICESHIP

Informal on the job training is widespread in the Palestinian context, but due to the absence of a systematic assessment and certification system there are currently no mechanisms to recognize informal occupational learning. Traditional apprenticeship in the small and micro enterprise sector constitutes another presumably important, yet un-researched, training environment.

Traditionally apprenticeships were the main entry point for dropouts from basic and post-basic education, where the apprentice bears the cost of training through reduced wages. An important shortcoming of this system is that there is no certification of acquired competencies, partial transfer of knowledge from the supervisor to the apprentice, large variations in the quality of training provided the perpetuation of existing low-productivity technologies and a tendency of slow innovation. As supervisors tend to lack the appropriate pedagogical skills, and as they do not have access to up-to-date technology, learning is generally passive and non-experimental.

To address these shortcomings, the revised TVET strategy of 2010 stresses the importance of introducing apprenticeship contracts, setting affordable remuneration levels, offering incentives to the employers in terms of exemptions for the payment of tax obligations, age requirements, introduction of compulsory work accident insurance for apprentices and the introduction of alternate training between the place of work and specialized training institutions.

“Modern apprenticeships”<sup>38</sup>, are not well known in Palestine, although several experiences have been made in the past within the framework of international cooperation projects, such as:

- The Mechatronics Curriculum Project in Hebron (MoEHE with support from UNESCO) was modest in size (a budget of only 60,000 US \$), but it brought together the Palestinian Polytechnic University, the Hebron Industrial School, the Hebron Chamber of Commerce and Industry and a group of companies. The project was managed from within the TVET

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<sup>38</sup> Apprenticeships are a system of training a new generation of practitioners of a skill. Apprentices build their careers from apprenticeships and most of their training is done while working for an employer who helps the apprentices learn their trade, in exchange for their continuing labor for an agreed period after they become skilled. Theoretical education may also be involved, informally via the workplace and/or by attending vocation schools or colleges, while still being paid by the employer.

Department in MoEHE and had the Hebron CCI as its focal point on site. At the end of the project, the local community was informed, but the curriculum has not been used, partially because the mechatronics job profile did not exist yet in the companies.

- The GIZ Apprenticeship Project was part of a wider programme of support to TVET in Palestine, with the MoL as the technical partner ministry. Several groups of apprentices have been trained in the West Bank and in Gaza with a total of 250 participants. Apprenticeships were implemented in two specializations, namely car mechatronics and hospitality and tourism training, and were developed in close cooperation with the chambers of commerce. Apprentices joined the schools during 2 days (academic courses) and spent 4 days on the job. The schools assigned supervisors to follow-up of the students while they were at the job. Some of the apprenticeships are still on-going.
- The Lutheran World Federation supported the establishment of a branch of Jerusalem LWF Vocational Training Centre, in the Bethunia Industrial Area in Ramallah. A new type of apprenticeship was developed, which was tailored according to the needs of small-scale companies and of school drop-outs or pupils who do not continue their way towards the Tawjeehee national exam. Some 40 enterprises, most of them small-scale, have accepted apprentices for training. The apprentices get complementary training in theory and some of the practice which the companies do not provide, in the purpose-made Vocational Training Centre. The centre uses several small workshops and garages. The apprentices learn how to use hydraulics and pneumatics equipment etc., which most of them will not see and learn to use in the company. The instructors are engineers with a teaching-training background. This example of modern apprenticeship has reached a continuity of several years. In this case, the staff of the “Training Organisation” (the LWF Vocational Training Centre) looks after the Apprentices for the theory classes, for the practical exercises and for the work in the associated companies. One of the specialties is car mechanics; others are electronics and metal work for construction.
- A small-scale Apprenticeship initiative is still on-going in Hebron. It involves the Hebron Industrial School and a number of companies in several sectors.
- Informal Apprenticeship seems to subsist mainly in crafts workshops, such as carpentry, metal work, and machining.

Most of these initiatives stopped simultaneously with the end of their funding. However the main actors within the Ministries of Education and Labour and the Private Sector Organisations are well aware of its potential and promote the idea of implementing it from 2013 - 2014 more broadly, replacing the “applied track” of vocational education. In September 2012, some schools will already apply the apprenticeships program in other specialisations. These will be selected by MoE based on certain criteria (availability of trainers/supervisors, availability of equipment, etc.), where a special committee will be assigned for.

## 1.6 INTERNATIONAL COOPERATION PROJECTS

### 1.6.1 In the area of TVET and education

In the course of the implementation of the intervention, a close coordination will be developed with other capacity development initiatives to avoid duplication. More particularly, the intervention will coordinate its activities with:

- the **Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)** which has been closely involved in the TVET development in Palestine since 1996. It is the lead donor in the TVET sector and supported the development of the revised TVET strategy. Past programmes increased the competency of personnel working in vocational training at the Ministries of labour and Education. Currently a GIZ TVET and Labour Market project is cooperating with public and private vocational training institutions, as well as labour

organisations to test effective TVET strategies at four locations, mainly in the field of local employment. In addition there is an ongoing regional “training of trainers” project where 5 Master Trainers are being trained, who will train on their turn teachers and instructors under the MoL and MoEHE. The expected outcome is that the Headmasters, teachers and the two ministries improve their training methodology. In the near future, the development of a National Qualifications Framework (NQF) based on the Arab Occupational Qualifications (AOQ) to the Palestinian specificities is foreseen.

- the **International Labour Organisation (ILO)** who provided an entrepreneurship training within the framework of ‘Know About Business’ (KAB), where 8 core trainers are trained in 5 – 6 workshops in order to train a total of 250 teachers in vocational schools and technical colleges (2-4 per school) in 2012. Of the 9 modules, 5 are on entrepreneurship and the remaining 4 will elaborate the concept of a business project. Both MoEHE and MoL are involved in the project.
- the **World Bank** who introduced a Graduates Tracking System, a computer-based system experimented at 3 Palestinian universities (Al-Najah University, Islamic University of Gaza, Polytechnic University Hebron) and 1 Technical College (Palestinian Technical College Ramallah). Their Tertiary Education Project (TEP) which started in 2005 consists of three main components: (1) strengthening the policy making roles of MoHE, (2) capacity building programme to increase the internal and external efficiency of the tertiary education Institutions and (3) support to quality improvement of the beneficiaries through quality improvement fund grants (QIF). The QIF, the main component of the program, facilitate (i) a change of culture in the financing of tertiary education, (ii) the setting of national priorities in the sub sector and (iii) sets a new framework for the relationship among tertiary institutions and between those institutions and both the private and the public sector. The new project ‘Education to Work Transition Project’ (E2WTP), launched in august 2012, will continue the different axes of the previous TEP project.
- the “Learning Project” of the **European Training Foundation**, where teachers and principals are supported to design together a project aiming ‘to move from horizontal to vertical learning’ and to promote exchange of experiences. The paradigm is “the community of practice”, involving all staff in a TVET institution.
- the USAID Technical Vocational Education and Training Program in support of the **League of Vocational Education and Training Association, Palestine (the VET-NGO League)**, composed of TVET Centres in the central and southern regions of Palestine, plays a larger role in TVET training organisations in skills development for both the formal and informal sectors of employment. The project implemented by Save the Children regarding career education curriculum (module) which will be introduced in all schools.
- the **Belgian Cooperation** with the Palestinian-Belgian TVET Curriculum Project which supports the Palestinian Authority in reorienting TVET programmes towards labour market demand, in close collaboration with companies and various chambers of commerce and industry including Jerusalem, Hebron, Ramallah and Nablus. 16 curricula will be elaborated.
- the **Deutscher Volkshochschulverband (DVV)** who implement a project on strategic planning and career guidance. 3 vocational schools participate in this project, in Jenin, Tulkarem and Durah. One Vocational school in Gaza is included as well.
- the **European Commission (EU)** is financing a joint project, involving MoEHE and MoL and including Vocational Schools, Technical Colleges and Vocational Training Centres in Nablus, Hebron and Bethlehem.
- the **United Nations Educational, Scientific and Cultural Organisation (UNESCO)** who are implementing a capacity building programme for the whole education sector, with a

focus at 'inclusive education' and where a central coordination role is been given to NIET.

### 1.6.2 In the area of the Belgian Cooperation

The Education Sector is historically the Sector with the longest continuity of Palestinian-Belgian cooperation, whereas the following interventions are currently active or under development and with whom a portfolio approach will be developed:

- The School Construction Programme, implemented in several phases from 2004 and is still on-going to date.
- The TVET Curriculum Project<sup>39</sup> was signed the 6th of December 2007. Its implementation period has been extended until the end of 2013.
- The e-learning project, signed the 23th December 2009, has as its core objective to improve the quality of learning. The project contributes directly to the use of e-learning curricula and ICT in education, and is complementary with the Teacher Education Strategy. The project implements a bottom-up approach and concentrates its resources at the school level, linking implementation and monitoring closely with the District Education Bureaus.
- The financial support to the Joint Financing Arrangement (JFA), which addresses mainly Sector Budget Support, school construction and the quality of education and where a Belgian contribution of 12 million Euro is foreseen, starting from 2013.

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<sup>39</sup> See also above

## 2 STRATEGIC ORIENTATIONS

From the Indicative Cooperation Programme and the Identification File, the following Guiding Principles are withheld:

- 1) Conformity with the overall principles of the Paris Declaration, with special attention to Ownership, Alignment with the partner policies and strategies and Harmonization among donors
- 2) **Capacity development** as a means for system strengthening and institution building with emphasis on improving quality and obtaining tangible results at central and local level;
- 3) To improve the link between the training provided by the education system and the labour market, where **Apprenticeships** are chosen as a means.
- 4) **Scholarships** opening educational and economic opportunities for youth from lower income families with a focus on pro-poor, pro-gender, environment-friendly and pro-good governance orientations in programme policies, selection process and selection criteria
- 5) **Portfolio approach**: Links between interventions (current projects/programmes & JFA) supported by the Belgian Cooperation and building further on obtained results.

### 2.1 PARIS DECLARATION

The Palestinian public sector is the backbone of the government as it plays a strategic role in ensuring that delivery of services is effective and efficient. As part of prioritizing good governance measures, the PNA has embarked on improving the functioning and functionality of public sector agencies by defining its orientations in several development and strategic plans. In order to guarantee to maximum extent alignment this intervention is based on the policies and strategies described in the following documents:

- National Development Plan (2011-2013)
- Education Development Strategic Plan (2008-2012, 2013-2017)
- Revised National TVET Strategy of 2011
- National Employment Strategy of 2011
- Teacher Education Strategy of 2008
- National Gender Strategy (2011-2013)
- Climate Change Strategy (2011-2013)

Many donors are active in Palestine which resulted in several initiatives and pilot projects. Many of these projects ended together with their funding. Therefore, particular attention will be given to alignment, coherence and lessons learned by improving and disseminating existing initiatives and projects.

Along the same lines, and to ensure a proper harmonisation of the capacity-building efforts with other donor partners, the intervention will subscribe the SWAP-based approach at sector level, by participating in working-groups organized by the lead donor, related to the scope of the programme.

## 2.2 CAPACITY BUILDING AS A MEANS FOR INSTITUTION BUILDING

Capacity is a broad concept with many definitions. The principles stated in the new strategy of (Belgian) scholarships, are mainly reflected in a definition used by the United Nations Development Programme<sup>40</sup> which defines “Capacity as the ability of individuals, organisations, and societies to perform functions, solve problems, and set and achieve their own development objectives in a sustainable manner”.

In this definition, a country’s capacity resides on three levels:

- The individual level, referring to competencies and performance of individuals.
- The organisational level, standing for resources (human, intellectual, financial, physical, infrastructural, etc) and other characteristics (structure, mandate, management, leadership, etc.), within an individual institution or organisation.
- The level of the system, referring to the broader system within which individuals and organisations function. This includes formal institutions (laws, policies, membership rules) and informal institutions (customs, norms).

All these levels tend to be interlinked with the overall performance at higher (i.e. system) level being highly dependent not only on the performance at the higher level but also on the performance at the lower levels.

Capacity development is therefore much more than providing training and is interpreted as a means towards reaching development outcomes, through “a process whereas the abilities to do so are obtained, strengthened, adapted, and maintained over time”<sup>41</sup>. For this reason the programme will identify the individual capacity-needs through the process of an institutional capacity assessment, which should naturally lead to identifying measures that need to be taken simultaneously e.g. in relation to the working environment and the training needs of the existing personnel. In this regard, a specific focus will be given to the analysis of the main aspects of the overall institutional environment and to the existing sector policies and strategies in order to start the capacity building on existing roles and mandates.

For institutional capacity to evolve, the following 7 dimensions will be addressed till a certain level:

- (1) a well-functioning strategic leadership,
- (2) an organizational structure suitable for realizing set goals, performing agreed functions and carrying out responsibilities,
- (3) skilled human resources,
- (4) timely and sufficient financial resources,
- (5) adequate premises and material resources,
- (6) efficient operation systems, procedures and work practices,
- (7) supportive external factors and institutional context.

Therefore, the intervention will not limit its efforts to the development and implementation of a capacity building strategy at central and local level, but will also support the development of a

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<sup>40</sup> Capacity development: practice note, UNDP, p 2

<sup>41</sup> Beurzenprogramma, new strategy, p. 4

national apprenticeship scheme and models<sup>42</sup>, and an action plan to implement these scheme and models. Due to the broad scope of the intervention, priorities need to be determined and some needs (e.g. infrastructure and equipment) will only be addressed to a limited extent.

In addition to these capacity building strategies, a specific budget is foreseen for “competitive funds”. The process of those funds is similar with the provision of a certain budget for a public tendering process, where the concrete topics of each call/launch will be defined during the elaboration of the manual<sup>43</sup>. Their flexibility regarding topics and modalities (e.g. preference can be given to local or international institutions, to foresee additional support from internal or external universities, ...) are considered as an important advantage, and as such they can be very innovative and introduce new insights. Besides they are cost efficient due to the fact that several bidders are put in competition with each other.

The competitive fund regarding apprenticeships, the so called Apprenticeships Fund aims to improve the quality and relevance of the apprenticeships scheme and several lessons can be learned from the existing Quality Improvement Fund. It will be overseen by a Programme Technical Committee composed by staff members of MoE, MoHE, MoL and Private Sector Organisations.

For the institutional part, the focus will be on Technical and Vocational Education and Training, the segment of the Education system which is most relevant for the labour market, for employment and for the development of Palestinian enterprises and the overall economy. TVET is institutionally complex in most countries and the Palestinian set-up is characterized by a multi-actor landscape with (at least) three Ministries, MoE, MoHE and MoL, two major private sector organisations and a number of relevant non-governmental actors grouped within the “NGO VET League”.

Besides the focus on capacity development as a means for system strengthening and institution building, emphasis is needed to improve quality and to obtain tangible results at central and local level. Therefore, a specific area of interest has been chosen, namely the facilitation of implementing the already developed apprenticeship models countrywide<sup>44</sup>, with a specific focus on reaching the final beneficiaries, to ensure a direct impact of changing things on the ground.

## 2.3 APPRENTICESHIP

Internationally, there is a new wave of interest in (modern) apprenticeship. Apprenticeship is considered as the best answer to the crux of TVET: the non-adaptation of the school- and training centre-based training to the needs and expectations of company managers and staff, in terms of quality, relevance and attitude.

However, apprenticeship is always more complex than training in a Technical School, a Vocational Training Centre or in a Technical College or Polytechnic. Companies accept in general between 1 and 5 apprentices. The group of learners in the collaborating training institution on the other hand has about 15 to 30 learners for the sessions in class, laboratory and workshop. This makes the organisational effort considerable. Another aspect is homogeneity of training and an on-going quality assurance. Nevertheless as practice has shown, it is feasible, but needs

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<sup>42</sup> The general scheme of apprenticeships refers to a general framework whereas the roles and responsibilities of all parties will be defined. The apprenticeship model refers to the more concrete modalities between the training schools/centres and the employers for each particular trade.

<sup>43</sup> With some similarities with the Technical part of a normal tender

<sup>44</sup> See also 1.6

additional well qualified human resources, time, funds for running costs and a good collaboration between the main stakeholders involved in the process.

Apprenticeship needs specific solutions in those countries where companies are very small and highly specialised, as is the case in Palestine. The training variety which a company can offer does, in some cases, not cover the full range of an occupation. Therefore, the apprenticeship is preferably shared among several companies in the same branch, which constitutes an additional effort<sup>45</sup>.

The focus on (modern) Apprenticeship is motivated by the following arguments:

- The employers suffer from the non-correspondence and insufficient adaptation of the training to the needs of the companies. The competences they are searching for, are not only technical, they include also key “21st Century Competences” such as critical thinking, creativity, understanding for the interests of the company or institution one is working for, and responsibility for ones’ deeds and mistakes, a motivation for learning throughout one’s life. The employers consider that apprenticeship is a better system for training the new workforce in order to better meet their needs.
- Apprenticeship is one of the core components of the National TVET Strategy
- Several apprenticeship models have been tried out and have proven their “feasibility”, but these positive experiences are not widely known and have not been generalised. Time has come to multiply the initiatives and to harmonise the methods.
- Apprenticeship could be a solution for the high unemployment rate amongst Palestinian youth; as it facilitates to obtain employment, give a potential for quick career progress and it shows employers that students can “hit the ground running”. Besides hands-on training, apprenticeship gives students a real chance to put their skills into practice and help them gain more confidence in a working environment; finally students can earn while they learn.

As indicated in 1.5, the Palestinian Authority has yet implemented some pilot projects regarding apprenticeships Therefore previous experiences, lessons learned and developed models will be consulted and used as much as possible.

## 2.4 SCHOLARSHIPS WITH A FOCUS ON ORGANIZATIONAL DEVELOPMENT

The Belgian scholarship program evolved from a more individual approach to a system where focus is been given to “organisational strengthening” of beneficiary institutes, which are defined as:

- central administrations
- decentralised administrations
- operational institutions and organisations recognised by the administration (including those of the civil society)
- training providers.

In this new approach<sup>46</sup>, which is in this intervention applied on apprenticeships, “organizational development” focuses on a) the elaboration of management structures, processes and procedures in the involved organisations, b) on the management of relationships between the different organizations and sectors (public, private and community), c) on the human resource

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<sup>45</sup> one contract, but several participating companies, one training centre at the TVET partner, the apprentice or his/her legal representative

<sup>46</sup> Beurzenprogramma, new strategy p.4, (See annex 7.5)



development, the process of providing individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively . This new approach is mainly applied to address the capacity development needs in the TVET sector (See Objective 1).

In order to leave some flexibility and to allow for a transition from the old to the new system, although the focus is on group and institutionalised training, individual scholarships may still be granted for up to 30 % of the available funds. Bearing the new orientation in mind, even the programme policies, selection process and selection criteria for the individual scholarship will be developed with a stronger pro-poor and pro-gender focus and, this in collaboration with other partners. Consequently the scholarships will focus on technical and vocational education provided by universities and technical colleges as well as secondary level technical and vocational education and training, in order to be closer to labour market needs and employment opportunities, and less to the masters' studies in the past. Furthermore, the selection will be done within the programme and no longer in the Palestinian universities.

The overall norms and policies regarding grants for scholarships are applicable.

## 2.5 PORTFOLIO APPROACH (AT THE BELGIAN LEVEL)

In order to achieve a high degree of coherence and to facilitate complementarity, the Belgian cooperation has opted for a portfolio approach for the different interventions it is co-funding in the education sector. The Belgian education portfolio is characterized by one common objective, a high degree of alignment, and a mix of modalities. The Belgian focus in education in Palestine is on supporting the 4 goals of the Education Development Strategic Plan with a specific emphasis on the quality of education.

The education portfolio is composed of:

- Support to the Joint Financing Arrangement (JFA)
- Project support
- Sector monitoring and dialogue
- Studies/activities funded under the study and consultancy fund.

By providing this mix of aid modalities aiming at one common objective, Belgium is in a position to add value to the sector dialogue, as linkages with operations at service delivery level can be made. In addition, lessons learned from projects or interventions at service delivery level, can feed into the policy dialogue at national level.

According to the portfolio approach in this intervention, some general indicators from the monitoring and evaluation systems used in the follow-up of the National Development Plan and the EDSP are included in the Logical Framework of this intervention. These indicators will also be followed-up by the International Sector Advisor linked to the support of the JFA. Likewise, the current intervention will build further on the obtained results of previous (still on-going) interventions as the TVET project and the e-learning project.

## 3 INTERVENTION FRAMEWORK

### 3.1 GENERAL OBJECTIVE

**Contribution is brought to State Building through enhancing the Palestinian capacities in view of institutional development.**

### 3.2 SPECIFIC OBJECTIVES

**The institutional capacities of the beneficiary institutions involved in the apprenticeships scheme and in scholarships are improved**

### 3.3 EXPECTED RESULTS

**Result 1:** Ministry Staff and Private Sector Organisations, involved in technical and vocational skills development facilitate and supervise the implementation of apprenticeship models within the apprenticeships scheme.

**Result 2:** The partners at the local level implement apprenticeships.

**Result 3:** The institutional and organizational capacity to award scholarships to disadvantaged youth is strengthened.

### 3.4 ACTIVITIES AND RESULTS

#### Apprenticeships (result 1 and 2)

In order to address the needs related to the introduction of apprenticeships in the OPT, a capacity building strategy of the TVET sector is put forward. This strategy aims to reinforce:

- the capacities of the staff of the ministries of MoE, MoHE, MoL and the two private sector organisations FPCCIA and PFI on the central and decentralized level;
- the capacities of the same entities at local level.

These interlinked way of working, will bring (a) a much better and deeper understanding of what brings about successful management (b) updated strategic planning and guideline documents, and (c) schools-based actions geared towards grass-roots improvement where “quality” and “results” become the watchwords.

Furthermore, the activities are to be considered as proposed activities without being compulsory. But they were defined with some general orientations in mind, namely:

- Stimulate collaboration and coordination between main stakeholders (MoL, MoE, MoHE, private sector);
- Involvement of the different actors in the system: management level, training and supervision staff, entrepreneurs,...
- Using different (training) modalities: Exchange visits, Competitive Funds, training, coaching, supervision, scholarships;
- Where possible, linking activities with Palestinian professionals abroad.

The programme will have to be flexible and should adapt its actions to the changing reality with its stakeholders and actors. Nevertheless, these general orientations, mentioned above, should be kept in mind, as they ensure long term qualitative results.

## **Result 1: Ministry Staff and Private Sector Organisations, involved in technical and vocational skills development, facilitate and supervise the implementation of apprenticeship models within the apprenticeships scheme.**

Result 1 relates to the importance of supporting not just individual units within the overall teacher education system, but also paying careful attention to the system level itself. With much development having taken place, it is not always easy to monitor and evaluate current performance and practices on a regular basis and to address any shortcomings that might be found. In seeking to help the key institutions at the central level (e.g. MoE, MoHE, MoL, Private Sector Organisations), to strengthen their linkage with the local level, the intervention will focus on re-energising all main players and arriving at creative solutions to resolve any prevailing difficulties or shortcomings during the implementation of the models of apprenticeship.

The general scheme of apprenticeships represents a general framework whereas the roles and responsibilities of all parties, overall modalities such as (minimum) working conditions, selection of training providers, duration of training, standards for accreditations, equilibrium between general training/on the job training, criteria for MoU, legislation issues such as level of remuneration for apprentices (minimum wage law) and incentives provided to employers (tax reductions) ... will be defined. An apprenticeship model refers to the more concrete modalities between the training schools/centres and the employers for each particular trade.

The activities to be carried out under result 1 include the following:

- Develop of a national apprenticeship scheme in a multi-stakeholder set-up, based on practical experiences (activity 1.1);
- Develop and implement of an apprenticeship strategy (activity 1.2);
- Develop and implement of a (national) capacity building programme regarding apprenticeships (activity 1.3);
- Promote apprenticeships (activity 1.4).

### **Activity 1 1: Develop a national Apprenticeship scheme in a multi-stakeholder set-up, based on practical experiences.**

In order to capture a detailed picture of both the existing models and the prevailing reality, at the beginning of the programme a baseline study will be carried out during the start-up phase to document and list past experiences and collate all relevant pieces of documentation (legislation, reports, guideline documents, developed tools) regarding apprenticeships and to compare the findings with the current situation.

Notwithstanding the special role and authority of MoE, MoHE and MoL in the definition of a national scheme, it is essential that the local entities and Public and NGO TVET providers have the opportunity to share their experiences and present their recommendations. Therefore a consultative approach is proposed for all major revisions initiated at central level that contain repercussions for the functioning of the vocational schools.

Consequently, the intervention will support the central departments of MoE, MoHE, MoL and the Federations of Private Sector Organisations to:

- Organise regular consultations between the main stakeholders at central and local level to stimulate collaboration and coordination;
- Facilitate exchange between the different centres for information sharing, dissemination of experiences, lessons learned, good practices, the developed tools ;
- Disseminate research outcomes through a variety of channels, such as publications,

CD, website.....;

- Define a programme geared for disseminating the practices and tools developed;
- Assist in reviewing and harmonizing the applied scheme according to the assessment of effectiveness of implementation and to lessons learned;
- Develop, implement, and adapt tools (MoU, contract modalities, remuneration levels, incentives to employers and follow-up systems of apprentices ....) to improve existing practices (using, where appropriate, action research methods and modern technology) and implement new insights;
- Assist in policy development, namely in reviewing and improving the legislation and guidelines regarding apprenticeships and adapting these according to the new practices tested and approved during the course of the programme to facilitate official validation.

The expected result of this activity is to obtain a general (official) **scheme of apprenticeships** representing a general framework and apprenticeships models for some trades. Due to the diversity of the labour market and the particularities of each trade, the development of **apprenticeship models** for the whole sector is not feasible in the scope of this intervention.

#### **Activity 1.2: Develop and implement an apprenticeships action plan**

A well-functioning system of apprenticeships across the different regions where vocational schools and centres are located, will not be achieved unless these schools/centres receive appropriate levels of support from the ministries and the Private Sector Organisations at central level. For this to happen, it must be clear, which role the different institutions will play and what the expected level and content of their support should be, Therefore the intervention will support the development and the implementation of a common "**Apprenticeship Action Plan**", where activities will be foreseen to:

- set up an adequate institutional structure/framework to design and implement appropriate systems and procedures for national monitoring and evaluation,
- create an enabling environment (policies and legislation) in order to enhance the development and the interaction between all stakeholders involved,
- ensure sustainability.

In addition, the modalities of the pilot stage, the selection of some pilot trades and the organization of the roll-out of the pilot-initiatives will be clarified.

During the development of the action plan, particular attention will be given to employment of existing local networks originated from former initiatives, the promotion of (some) trades related to green economy and the introduction of a vocational field for girls and women. Therefore, contact will be sought with the Environmental Quality Authority, the lead agency on climate change for the Palestinian Authority, the gender focal point in the ministries and the participation of the Ministry of Women's Affairs. Equal attention will be given to the counselling and career guidance of the graduates, wherefore the specific departments in MoE, MoHe and MoL will be contacted.

Regular monitoring and evaluation will be organised (including those with the practitioners as teachers and entrepreneurs) to ensure that the implementation of the action plan is considered as a continuous process, which will be adapted where needed.

#### **Activity 1.3: Develop and implement a (national) capacity building strategy regarding apprenticeships**

In seeking to help the key stakeholders at central level strengthen their capacities to supervise and facilitate the local activities, the intervention will support the main actors in the development and accomplishment of a (national) capacity building strategy regarding apprenticeships using creative solutions to resolve any prevailing difficulties or shortcomings.

Therefore the intervention will provide support to:

- Organize a capacity assessment of staff of MoE and MoHE, MoL and private sector organizations at policy and technical level regarding the implementation of apprenticeships
- Implement the developed capacity building strategy
- Monitor, evaluate and adjust the capacity building strategy

A capacity assessment is interpreted as the analysis of current capacities against desired future capacities and generates an understanding of capacity assets and leads to the formulation of Capacity Development strategies.<sup>47</sup> Therefore the desired capacities have to be defined prior to undertaking the assessment. Capacity assessment is a dynamic and on-going process and helps to establish capacity baselines, against which to measure, monitor, and evaluate progress and performance in capacity development. Issues which will be analysed, always with the focus on the facilitation and supervision of the implementation of apprenticeship initiatives, are:

- Leadership, including the engagement in a multi-stakeholder dialogue;
- Policy and legal framework, with a focus on formulation of implementation and capacity building strategies;
- Accountability mechanisms, including monitoring and evaluation, stakeholder feedback;
- Human resources management;
- Budgeting and managing of the financial resources;
- Physical and environmental resources.

Acknowledging the importance of all these aspects, it is clear that the capacity building strategy will not be limited to the staff of the central TVET departments of MoE, MoHE and MoL and the staff of the federations of the Private Sector Organisations. As such, it will also address the needs of the staff of the supporting departments in MoE, MoHE and MoL and the Private Sector Organisations at central and decentralized level, who need to be involved in the implementation process, (see the Directorate General of Assessments and Evaluations, the Directorate General for Planning).

The capacity building program will address the needs at individual, organisational and institutional level.

- At the *individual level*, the programme will help to establish the conditions, under which civil servants are able to embark on a continuous learning process and adapting to change – building on existing knowledge and skills, and enhancing and using them in new directions.
- At the *organisational level*, the programme will pay attention to the core agencies, focusing on the modernization of their apparatus, with particular attention to systems and processes, and coordination and information flows.
- At the *institutional level*, the focus will be on policy support and the development of necessary laws and regulations and the interactions with the external environment will also be addressed.

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<sup>47</sup> Capacity development: practice note, UNDP,

In the intervention, particular attention will be given to a diversification of capacity building activities, such as training seminars, coaching, study visits, short term scholarships (individual or in group), exchange on best practices, peer review and (international) exchanges between other training providers<sup>48</sup>. Where possible and needed contact will be sought with the Palestinian Diaspora, through the Diaspora Scheme, which is still under development. Some examples for types of activities which can be funded are: training for company staff in charge of human resources, company trainers on pedagogical skills, internships for teachers or entrepreneurs, exposure tours to study apprenticeships models abroad in practice.

The intervention will support the Beneficiary Institutions (BI) with its needs assessment, the drawing up of a training plan; selection of candidates; the writing of the specific Terms of References for specific trainings; the coordination of the practical organisation of the training(s); monitoring and evaluation including the follow-up of the participants during the implementation process of their upgraded skills.

As indicated in chapter 2, in addition to these training modalities a specific budget is foreseen for an 'Apprenticeship Fund', similar to the Quality Improvement Fund<sup>49</sup>. The topics of the calls can be determined depending the needs and can cover training, research, specific support but the acquisition of equipment or furniture will not be financed. The intervention will support the development of the manual and the cooperation between the stakeholders<sup>50</sup>, as each call will need to be agreed and signed by all partners and will detail the responsibilities of each party. Possible topics for a call can be:

- Preliminary studies on the opportunity of giving three to six-months first employment subsidies for employers who recruit TVET graduates
- Promotion on green jobs
- Action research on the promotion of TVET by females or integration of environmental and gender issues in the curricula
- Analysis on the development of vocational fields for women

At least two calls will be organised during the programme implementation period, allowing the integration of lessons learned in the second call.

The development and implementation of the capacity building strategy, will be done in close partnership with the National Institute of Educational Training (NIET) and with the training departments of the Federations and Chambers of Commerce, Industry and Agriculture, with a view to (a) enhance their involvement in the TVET subsector and (b) provide them with practical experience and innovative capacity building activities. However, it will not seek to take over the existing responsibility or costs which are yet foreseen in the actual link between NIET and the TVET department and the activities yet foreseen in this framework.

#### **Activity 1.4 : Promote apprenticeships**

Apprenticeships have little meaning or value without the availability of the required number of interested youth and companies where the training can be provided. To ensure that all aspects of the apprenticeship programme are well-designed and effective and in order to transfer the gained knowledge, skills and experiences and to allow others to see and understand the essence of the new approach, the intervention will, ,:

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<sup>48</sup> Including the Belgian Universities/Institutes of Higher Education

<sup>49</sup> A well-known competitive fund that support the improvement of the quality of Palestinian tertiary institutions. (for more information see : <http://www.tep.ps/etemplate.php> )

<sup>50</sup> MoE, MoHE, MoL, Social Private Organisations

- organise an information campaign to sensitize the population on the introduction of the apprenticeship scheme in all the vocational schools promoting this kind of training modality;
- organise an awareness-raising campaign to encourage families to enrol more females in TVET/apprenticeships;
- organise initiatives to promote the apprenticeship scheme in the education system and the labour market (Apprenticeship Initiatives Fair, conferences, ...);
- develop a national Apprenticeship portal where services could be provided for employers, training providers and learners and linkages could be provided on line.

The satisfactory achievement of these activities will be measured by the numbers of youth that are willing to participate in this kind of training and by the number of companies that develop an interest to apply these improved practices in their own organisation.

## **Result 2: The partners at the local level implement apprenticeships**

### **Activity 2.1: Develop and implement apprenticeship models**

Activity 2.1 focuses primarily on the implementation of the apprenticeship models at the local level through the development, execution and follow-up of a local (implementation) strategy, respecting the framework of the overall apprenticeships scheme.

The main areas of this process, led by the vocational schools and supported by this intervention, will consist of:

- the development of a local network, comprising members of local chambers of commerce and industry and decentralized services of MoE, MoHE and MoL;
- the selection of (pilot) trades, companies;
- the preparation of the training conditions at the Training Providers' (Vocational School, Vocational Training Centre) sites (adaptation of the management, administration and training structure of the training providers to the needs of the apprenticeships scheme, purchases of small equipment);
- preparation of training conditions at host companies (e.g. company staff training on pedagogical skill, purchase of small equipment, arrangements of the workplace of the entrepreneurs)
- the definition of the programs of the apprenticeships training;
- the definition of the programs and activities to promote career guidance and counselling of the graduates;
- adaptation of training curriculum to fit the new training scheme
- the development of the necessary tools to ensure implementation and proper follow-up (MoU, standards of training, follow-up system of apprentices and training, legal formalities, ...);
- the adaptation of developed systems and tools according proper experiences and regulations of the apprenticeships scheme developed at central level.

The intervention premises the establishment of the apprenticeship over the different regions where vocational schools and centres exist. In the first place, apprenticeship models will be developed in the schools where, due to previous collaborations<sup>51</sup>, local networks between the institutes of MoE, MoHE, MoL and Private Sector Organisations already exist. In a second stage, the implementation of apprenticeships models will be extended to the other vocational schools

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<sup>51</sup> See Salesian Technical School, Al Bir Society, Sbitanty, YWCA and the collaborations installed during the current TVET project of BTC.

and training centres. It is important for the intervention to work out the improvements regarding management and training and to make them also available in a useable form for other subsectors of the education system.

### **Activity 2.2: Develop and implement a local capacity building strategy regarding apprenticeships**

For the implementation of activity 2.2, a similar approach as in activity 1.3 will be applied, stressing the importance of implementing a capacity building strategy according to the identified needs in the capacity assessment exercise. At this level, particular attention will be given to reach all stakeholders within the different institutions from the management level to the level of the practitioners like the teaching staff in schools and the company workers, with a specific focus to the latter. The focus at local level will be on the development and implementation of the different apprenticeships models, while the capacity building at central level will concentrate his activities on the development and implementation of the overall apprenticeships scheme.

Likewise activity 1.3, training strategies will be elaborated in close cooperation with the training departments of the local chambers of commerce and industry (for the company workers), with NIET (regarding teacher training) and other international actors (GIZ, UNESCO), whereas a broad spectrum of training modalities covering coaching, tutoring, training seminars, scholarships, internships, ...will be used. As training providers can easily obtain a broader vision of the provided training, the use of the same material and eventually some of the same trainers, can be examined, especially during the implementation of the second stage.

Also at the local level an apprenticeship fund will be introduced. Similar to the one at the central level, a local programme steering committee composed of delegates of MoE, MoHE, MoL and Private Sector Organisations will administer the fund. The content for the calls will be determined in collaboration between the involved parties and it can cover training, support, expertise and up to a certain extent small equipment<sup>52</sup> can be purchased. When several centres combine their calls (of one of them) bigger amounts can be attributed. If possible the apprenticeship fund at central and local level will be developed within the same administration structure.

## **Scholarships (result 3) :**

### **Result 3: The institutional and organizational capacity to award scholarships to disadvantaged youth is strengthened.**

#### **Activity 3.1 : Develop an implementation strategy**

According to the strategic options described in chapter 2, individual scholarships will still be granted to some extent. The focus will remain on local scholarships but instead of addressing Master-level studies at universities, the scope will be redirected towards scholarships at lower educational levels:

- at Palestinian Higher Education Institutions at the under-graduate level (university, technical colleges)
- at secondary technical schools
- for apprenticeships and internships.

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<sup>52</sup> This small equipment refers to the necessary tools used during the training in the centers or the enterprises, which are not yet (sufficient) present.



The intervention will align the modalities of the scholarships with the existing guidelines of the Ministry of Higher Education, with special attention to supporting the economically and socially disadvantaged learners. Therefore cooperation will be sought with the Ministry of Social Affairs, with whom a broader framework whereas the criteria of attribution of the scholarships and the selection of candidates will be determined. For the same reason and depending on the needs, eligible costs can include, besides the fees, the purchase of books, uniforms, transport, accommodation etc. A similar cooperation will be sought with the Ministry of Women's Affairs in order to encourage enrolment of girls and women in TVET, both at the secondary level and in higher education and with the Ministry of Labour to prioritise the needs regarding TVET.

Disciplines which bridge the current skills gap, such as technical, engineering and natural sciences, will be favoured. Equally trainings who improve the link between education and the labour market (see job coaching, career guidance) will be considered as a priority.

Where needed, specific training to reinforce the capacities of the Directorate General Scholarships or other staff members of MoE and MoHE, MoL and Ministry of Social affairs involved in this specific topic, will be provided.

**Activity 3.2 : Develop and implement an M&E system**

According to the policies of the Palestinian Authority, a follow-up system with the necessary tools will be developed at the level of the learners in order to capitalize their experiences. In addition and where needed, transition to a first workplace (e.g. through job coaching) will be supported. In addition, the added value of the attributed scholarships to the Palestinian society will be evaluated at the end of the intervention (e.g. through a tracer study).

**Activity 3.3: Grant for scholarships and apprenticeships / internships**

The beneficiaries of the scholarships will be selected in accordance with the implementation strategy. The strategy will address possible gender imbalances<sup>53</sup> through attributing scholarships to females in certain fields.

**Activity 3.4 : Guarantee continuity of already allocated scholarships**

Some scholarships are currently on-going and need financial support for the coming years. Their continuation will be guaranteed and if needed, some of the modalities can be changed according to the new orientations, mentioned in 2.1.1

**3.5 INDICATORS AND MEANS OF VERIFICATION**

<b>Logical of the intervention</b>	<b>Indicators</b>	<b>Sources of verification</b>
<p><b><u>Global objective</u></b></p> <p>Contribution is brought to State Building through enhancing the Palestinian capacities in view of institutional development.</p>		
<p><b><u>Specific objective</u></b></p> <p>The institutional capacities of the beneficiary institutions involved in the apprenticeships scheme and scholarships are</p>	<ul style="list-style-type: none"> <li>- Increased number of graduates in TVET</li> <li>- Increased number of graduates of apprenticeships</li> </ul>	<p>M&amp;E systems of the concerned Ministries</p> <p>Communiqués in the Media</p>

<sup>53</sup> there were the differences between the sexes diverge more than 10 % of the 50 %

improved	<ul style="list-style-type: none"> <li>- Increased numbers of internships</li> <li>- Increased employment rates of apprentices and interns</li> <li>- Active engagement of MoE, MoHE, MoL and Private Sector Organisations in the dialogue on TVET</li> <li>- Increased number of graduates from disadvantaged families</li> <li>- Increased number of female graduates in TVET, apprenticeships and internships</li> </ul>	
<p><b>Result 1</b></p> <p>Ministry Staff and Private sector Organisations, involved in technical and vocational skills development facilitate and supervise the implementation of apprenticeship models within the apprenticeship scheme.</p>	<p>Official validated (by MoE, MoHE and MoL) national apprenticeships scheme, apprenticeships models and tools</p> <p>Approved (by MoE, MoHE, MoL and Social Private Organisations) apprenticeships strategy at national level, including the development of at least one trade related to green economy and the promotion of TVET by females</p> <p>Approved (by MoE, MoHE, MoL and Social Private Organisations) capacity building strategy regarding apprenticeships for central and decentralised levels for staff of MoE, MoHE, MoL, Private Sector Organisations and action plan for implementation.</p> <p>Information campaign to promote apprenticeships and enrolment of females in TVET</p>	<p>Ministry statements in the Media</p> <p>Records of meetings of the Palestinian Authority</p> <p>Minutes of meetings of MoE, MoHE, MoL, Private Sector Organisations, Higher Council for TVET and the TVET Executive Board</p> <p>Private Sector Organisations' press declarations and reports</p> <p>Programme reports</p> <p>Press releases</p>
<p><b>Result 2:</b></p> <p>The partners at local level implement apprenticeships.</p>	<p>Apprenticeships models of selected trades implemented in 19 Vocational Schools/Vocational Training Centers.</p> <p>Implementation strategies for apprenticeships, including developed tools for each Vocational School/ Vocational Training Centre</p> <p>Approved (by MoE, MoHE, MoL, Social Private Organisations) Capacity Building Strategy for apprenticeships for each Vocational</p>	<p>Minutes of meetings of Vocational Training Centres, MoL, Private Sector Organisations</p> <p>MoE, MoHE, MoL and Private Sector Organisations' press declarations and reports</p> <p>Reports of training events, call for proposals, manual of apprenticeship fund</p> <p>Reports of the Palestinian-Belgian Capacity Building</p>

	Training Centre	Programme
<p><b>Result 3:</b> The institutional and organizational capacity to award scholarships to disadvantaged youth is strengthened.</p>	<p>Developed pro-poor and pro-gender strategies of scholarships.</p> <p>Approved follow-up system in place</p> <p>Study on effectiveness of scholarships</p>	<p>Reports of MoE, MoHE, MoL</p> <p>Programme records</p> <p>Tracer study</p>

### 3.6 HYPOTHESES AND RISKS

#### 3.6.1 Implementation risks

Risks	Risk Level	Alleviation measure
<p>MoL, MoE, MoHE and Private Sector Organisations do not yet have a close working relationship or MoU defining their cooperation. Effective coordination and cooperation between the three ministries and the private sector will be essential to the programme at central and local level.</p>	Medium	<p>Regular coordination and cooperation will be stimulated through the close follow-up by the Programme Steering Committee and the Programme Management Team. An International Sector Expert will be recruited to ensure the overview and coordination of the activities.</p> <p>The common definition of the apprenticeships scheme, models and capacity building strategies through regular exchange, will be an initial step towards a better coordination. Furthermore, the intervention will build further on existing local networks which will explore possible ways of coordination and collaboration in the first stage, which can be used as an example to other localities.</p> <p>Finally, coordination will be guaranteed through periodic field supervision and outreach.</p>
<p>Political instability</p>	Medium	<p>This risk is situated at the level of the global objective. The situation will be followed -up regularly and if needed, certain flexibility can be built in the programme (selection of regions, selection of trades,...)</p>
<p>Private Sector companies and training providers do not engage themselves sufficiently in Apprenticeship.</p>	Medium	<p>The federations will be a main stakeholder of the programme and can mobilize their members from the beginning. Specific campaigns and activities are foreseen to mobilise new entrants.</p>

There is a risk of using programme funding for purposes not specified in the TFF and budget	Low	The Programme will recruit a financial officer to mitigate this risk and annual audits and running monitoring will be regularly organized.
Inadequate understanding and experience of the Apprenticeships scheme and model	Medium	The Programme Team will provide support to all local entities where apprenticeships will be implemented.
Staff members of MoE, MoHE, MoL and Social Private organisations, designated to the programme may not have sufficient time available for implementing the activities.	Medium	

### 3.6.2 Management risks

Risks	Risk Level	Alleviation measure
The number of stakeholders involved in the programme, including 3 ministries, involved in the implementation of the program.	High	The programme will work closely with the central institutions who have an oversight of the local initiatives. Those local initiatives will be developed in two stages: the first one will focus on those regions where previous experiences are experimented; in the second stage, a roll-out of tested initiatives will be organized. The implementation of all these activities will be supported by a strong Programme Management Unit who will organize periodic field supervision.
Availability of local expertise (management and technical)	Medium	Regular technical backstopping from HQ , recruitment of International Sector Expert in addition to possible external consultancies upon need

### 3.6.3 Effectiveness risks

Risks	Risk Level	Alleviation measure
The social screening of the applicants for the open scholarships is reliable.	Medium	The applicants of the open scholarships will be selected based on criteria, jointly developed by the Ministry of Education, Social Affairs and BTC based on previous experiences and lessons learned. A tracer study will orient future orientations.
Rotation of the PMT among the three involved ministries	Medium	The feasibility will be examined during the first year of implementation

### 3.6.4 Sustainability risks

Risks	Risk Level	Alleviation measure
The priorities of the current TVET strategy regarding apprenticeships will change in the course of the programme.	Medium	The intervention will be supported by a Technical Advisory Committee composed of members of the National TVET Council, who are responsible for the follow-up of the implementation of the National TVET strategy. In addition, all stakeholders involved in the development of the TVET sector expressed the importance of the apprenticeships scheme for the economic development of Palestine as small-sized business represents 97 % of the labour market.
High staff turnover and brain drain prevents long-term capacity building	Medium	The capacity building strategy will address many people at central and local level and is focused on the implementation of the apprenticeships scheme and models.
The sustainability of the intervention will be limited when the policy dialogue with ministries staff and the donor stakeholders regarding TVET continued to be limited.	Medium	Findings and lessons learned from the programme will feed into the on-going policy dialogue through regular contact with the national TVET council (who act as a technical committee for the programme) and the other donors. When needed, additional regular exchange of information will be organized by the programme itself. Furthermore, interest for an improved donor coordination is been expressed by several donors, active in the TVET field.
The results of capacity building programmes are difficult to demonstrate as they struggle to measure and prove results	Low	A baseline will be established in order to adequately assess the capacity building efforts. And as the capacity building programme is related to the implementation of the apprenticeships scheme and models, their implementation will give a clear indication of the effectiveness of the capacity building programme.

### 3.6.5 Fiduciary risks

Fiduciary risks (the possibility of using programme funds for other purposes than the intended) exist due to the nature of the activities that are mainly related to the 'Apprenticeships fund'. Previous audits of BTC programmes in Palestine identified the difficulty for BTC of controlling the reliability of financial information supplied by programmes.

To mitigate those weaknesses, the programme will:

- Recruit a strong financial controller able to perform qualitative ex-ante and ex-post controls and introduce when necessary internal control measures.
- Keep payments and flow of funds centralised at the Programme Management level.
- Strong Programme Implementation manual, adequately detailing the training related expenditures (per-diem, accommodation, logistics, materials, etc.), the essential point of control and financial follow-up tools.

Internal and external audits of fund use will be carried out; one value for money audit will be coupled with the Mid-Term Review. There will be frequent monitoring and evaluation (M&E) of programme activities. All these measures put together will bring the risks to an acceptable level.

### **3.7 DESCRIPTION OF BENEFICIARIES**

The experience from a number of “Capacity Building Programmes” in different countries indicates a risk of capacity building efforts being focussed at higher level officials , without producing measurable results and impact at the lower levels. This is addressed by having the Implementation Strategy with initiatives that reach all levels. ..

#### **Apprenticeships (Results 1 and 2) :**

- Staff of TVET institutions (principals, trainers, tutors, ...), staff of companies (tutors of apprenticeships, Human Resources departments, ...)
- Staff members of Private Sector organisations of the federations and of the local chambers (Industry and industrial sector organisations, Commerce and Industry and Agriculture)
- Staff members of MoE, MoHE, MoL and other involved Ministries at the central and decentralized level, to the extent that they are involved in activities undertaken regarding apprenticeships
- Youth and entrepreneurs (final beneficiaries)

#### **Scholarships (Result 3):**

- Students, pupils and youth
- The families to which the scholarship holders belong (final beneficiaries)

## 4 RESOURCES

### 4.1 FINANCIAL RESOURCES

The programme will be implemented over a four-year period<sup>54</sup> within the following budget framework provided by Belgium.

The detailed budget is provided in 4.3

It is foreseen that the PA contribution will be mainly in-kind (staff, offices etc), with a value of approximately 148,000 Euro

The Palestinian Authority will provide office space for the Programme Management Team (PMT) and for meetings related to the intervention.

### 4.2 HUMAN RESOURCES

BTC will recruit:

- 1) 1 National Technical Assistant (NTA) for 4 years (profile: programme management, capacity development and institutional strengthening TVET/ apprenticeships) Palestinian
- 2) 1 International Sector Expert (ISE) for 3 years (I profile TVET/apprenticeships, capacity development and institutional strengthening and programme management)
- 3) 1 Administrative and Financial Officer (AFO) for 4 years,
- 4) Support staff

The terms of reference (ToR) for the international Sector Expert, The National Technical Assistant, and the Administrative and Financial Officer are provided in annex 7.3.

Staff members of MoE, MoHE, MoL and school staff, paid by the Palestinian Authority, constitute also an important human resource input for implementation of programme activities.

MoL, MoE, and MoHE will put a Ministry Programme Coordinator at the disposal of the Programme.

BTC will recruit the PMT staff (National Technical Assistant (NTA), International Sector Expert (ISE), 1 Administrative and Financial Officer, and support staff. The selection of the PMT members will be done by the BTC in accordance with the Belgian rules and regulations. The selected candidates for the positions of ISE and NTA will be presented to MOPAD for approval. The ISE will be appointed at project start-up for a period of 3 years.

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<sup>54</sup>from the date of approving the startup phase report by the Steering Committee within 6 months from signing the Specific Agreement

## 4.3 BUDGET DETAILS

			CHRONOGRAMME					
TOTAL BUDGET (euros)			Exec. Mod	TOTAL BUDGET	Year 1	Year 2	Year 3	Year 4
<b>A</b>		<b>Objective</b>		<b>3.416.000</b>	<b>629.000</b>	<b>1.119.500</b>	<b>1.093.500</b>	<b>574.000</b>
A	01	<i>Result 1.1: Ministry Staff and PSO facilitate and supervise the implementation.</i>		990.000	188.000	346.500	306.500	149.000
A	01 01	Development of a national Apprenticeship model	Regie	240.000	82.000	85.500	55.500	17.000
A	01 02	Implement the apprenticeships strategy	Regie	40.000	10.000	14.000	10.000	6.000
A	01 03	Implement the (national) capacity building strategy	Regie	640.000	96.000	232.000	211.000	101.000
A	01 04	Promote apprenticeships	Regie	70.000		15.000	30.000	25.000
A	02	<i>Result 1.2: The partners at the local level implement apprenticeships</i>		1.504.000	135.000	530.000	554.000	285.000
A	02 01	Implement the apprenticeship model	Regie	300.000	30.000	100.000	100.000	70.000
A	02 02	Implement the local capacity building strategy	Regie	1.204.000	105.000	430.000	454.000	215.000
A	03	<i>Result 3: Institutional and organizational capacities - scholarships</i>		922.000	306.000	243.000	233.000	140.000
A	03 01	Develop an implementation strategy	Regie	30.000	10.000	10.000	10.000	
A	03 02	Develop and implement M&E system	Regie	80.000	25.000	10.000	5.000	40.000
A	03 04	Grant for scholarships	Regie	799.000	258.000	223.000	218.000	100.000
A	03 04	Guaranty continuity of already allocated scholarships	Regie	13.000	13.000	0		
<b>X</b>		<b>Budget Reserve</b>		<b>296.680</b>				<b>296.680</b>
X	01	<i>Budget Reserve</i>		296.680				296.680
X	01 01	Réserve budgétaire REGIE	Regie	296.680				296.680
<b>Z</b>		<b>General means</b>		<b>1.287.320</b>	<b>379.280</b>	<b>369.180</b>	<b>351.430</b>	<b>187.430</b>
Z	01	<i>Human resources</i>		909.800	274.400	271.800	271.800	91.800
Z	01 01	International sector expert TVET/cap development	Regie	540.000	180.000	180.000	180.000	
Z	01 02	National expert capacity development /management	Regie	192.000	48.000	48.000	48.000	48.000
Z	01 03	Administrative and financial officer	Regie	120.000	30.000	30.000	30.000	30.000
Z	01 04	Support staff	Regie	55.200	13.800	13.800	13.800	13.800
Z	01 05	Recruiting Costs	Regie	2.600	2.600			
Z	02	<i>Investments</i>		59.500	59.500			
Z	02 01	Vehicles	Regie	25.000	25.000			
Z	02 02	Office equipment	Regie	12.700	12.700			
Z	02 03	IT equipment	Regie	16.450	16.450			
Z	02 04	Office rehabilitation	Regie	5.350	5.350			
Z	03	<i>Operating costs</i>		156.020	37.380	39.380	39.630	39.630
Z	03 01	Offices supplies	Regie	24.000	6.000	6.000	6.000	6.000
Z	03 02	Vehicle running costs, maintenance and insurance	Regie	28.800	7.200	7.200	7.200	7.200
Z	03 03	Communications incl. internet	Regie	16.800	4.200	4.200	4.200	4.200
Z	03 04	IT maintenance	Regie	7.200	1.800	1.800	1.800	1.800
Z	03 05	Project Travels & Missions costs	Regie	57.600	14.400	14.400	14.400	14.400
Z	03 06	Bank Costs	Regie	720	180	180	180	180
Z	03 07	Training	Regie	4.000		2.000	1.000	1.000
Z	03 08	Other operating costs	Regie	14.400	3.600	3.600	3.600	3.600
Z	03 09	Communications/publications	Regie	2.500			1.250	1.250
Z	04	<i>Audit Monitoring and Evaluation</i>		162.000	8.000	58.000	40.000	56.000
Z	04 01	Monitoring and evaluation costs	Regie	90.000		30.000	30.000	30.000
Z	04 02	Financial Audit	Regie	36.000		18.000		18.000
Z	04 03	Backstopping (2 admin, 4 ped, 3 scholarships)	Regie	36.000	8.000	10.000	10.000	8.000
<b>TOTAL</b>				<b>5.000.000</b>	<b>1.008.280</b>	<b>1.488.680</b>	<b>1.444.930</b>	<b>1.058.110</b>



## 4.4 ANCHORAGE

The Programme Management Team will be accommodated in the offices of MoE. Based on experiences and practicalities the feasibility of a rotation system will be examined in the first year of execution.

## 5 IMPLEMENTATION MODALITIES

### 5.1 LEGAL FRAMEWORK AND ADMINISTRATIVE RESPONSIBILITIES

The Technical and Financial File (TFF) is part of the Specific Agreement signed between the Palestinian Authority and the Kingdom of Belgium, determining the legal framework of the intervention.

For the Palestinian Party:

- The Ministry of Education (MoE), Ministry of Higher Education (MoHE) and the Ministry of Labour (MoL) are the administrative bodies responsible for the implementation of the programme. Each ministry will designate a Programme Coordinator for implementation and follow-up.

For the Belgian Party:

- The Directorate-General for Development (DGD), under the “Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation” of the Government of Belgium is the Belgian administrative entity responsible for the financial contribution to the programme.
- The Belgian Technical Cooperation (BTC) is the Belgian public entity responsible for the follow up and implementation of the programme. BTC is also responsible for the disbursement of the funds of the Belgian contribution and for the monitoring all expenditures made from the Belgian budget.

### 5.2 TECHNICAL RESPONSIBILITIES

Technical responsibilities will be jointly managed by the Palestinian and the Belgian partner. All decisions on the programme steering will be jointly taken.

On the Palestinian side, MoPAD will act as facilitator between the 3 Palestinian Ministries involved.

On the Belgian side, BTC will be responsible for the implementation of the programme and for the achievement of the expected results in view of reaching the specific objectives. BTC will recruit the staff for the **Programme Management Team**. It will include:

1. a National Technical Assistant,
2. an International Sector Expert,
3. an Administration and Financial Officer,
4. Support staff.

#### 5.2.1 Institutional Arrangements for Result 1&2

The Programme Management Team is responsible for daily management of result 1 & 2.

It will be supported by a **Technical Advisory Committee** composed of members of the National TVET Council, the MoL, the MoE, the MoHE, the Palestinian Federation of Industry the Federation of Palestinian Chambers of Commerce, Industry and Agriculture, NGO TVET League. The Committee will meet twice a year and more if needed. The committee will advise the PMT on strategic orientations and possible actions regarding TVET.

The Technical Committee will be in charge of the strategic planning of Result 1 & 2.

For the selection of the apprenticeships fund proposals which involves local partnerships, the

Programme Management Team and the Technical Committee will both be supported by a **Technical Assessment Committee**, composed of external experts according to the conditions and obligations detailed in the Programme Implementation Manual. This assessment committee will be in charge of ranking the proposals according to a set of quality criteria. These external experts will neither be voting members, neither institutions representative's part of the Steering Committee.

### 5.2.2 Institutional Arrangements for Result 3

The **Programme Management Team** will implement result 3 of the programme in close collaboration with MoL, MoE and MoHE.

As the main activities of result 3 will be based on individual requests for scholarships, the Programme Management Team will be supported by a **Scholarship Selection Committee** composed of representatives of MoE, MoHE, MoL, Ministry of Social Affairs and BTC. The institutions' representatives will not be the same as the voting members in the Steering Committee. The selection committee will rank the individual funding requests according to a set of quality criteria.

The meeting frequency will be twice a year and as needed.

See also the Organization Chart below.

## 5.3 IMPLEMENTATION AND FOLLOW-UP STRUCTURES

One Joint Local Consultative Body (JLCB), also called **Steering Committee** (SC) will be created at programme start up after the signature of the Specific Agreement. The SC represents the highest management level of the programme. It provides the guidance to all programme implementers and stakeholders. It supports the programme management in view of reaching the specific objective. The SC is the organizational, technical and financial auditor of the programme.

The programme will be implemented over a four-year period in three different phases :

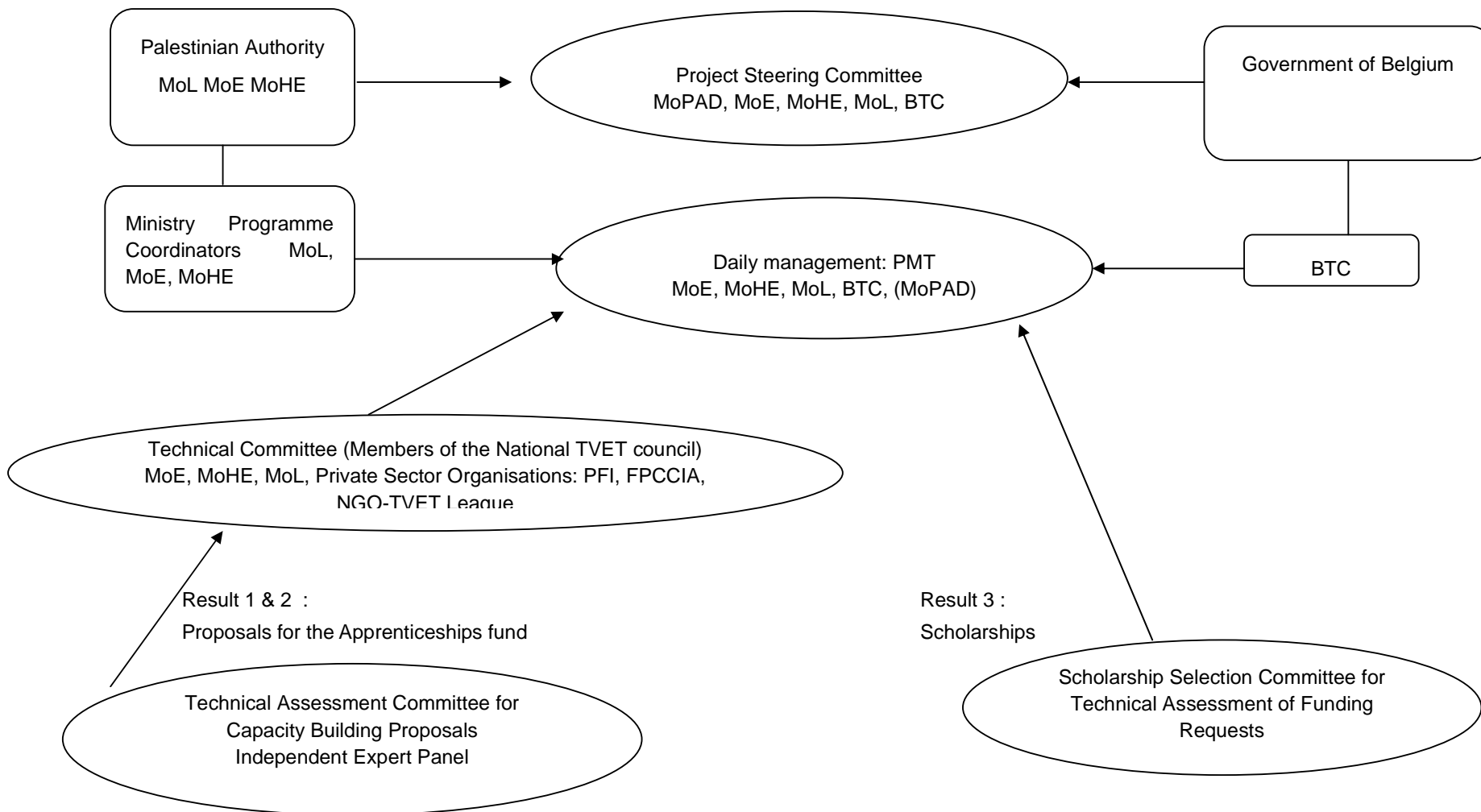
- a **start-up phase** (6 months). This phase will include staff recruitment, logistics, Technical and Financial File (TFF) review, preparation of the Work Plan and budget to present to the Steering Committee and the baseline survey exercise.
- an **execution phase** (3 years).
- a **closing phase** (6 months).

An implementation and budget planning is provided in 4.3 and 7.2.

For both interventions, the implementation modalities will be detailed in a Programme Implementation Manual (PIM). The PIM will be elaborated during the start-up phase by the PMT. It will be validated by the Steering Committee and the PMT will be bound to it.

**Programme Implementation Structure**

**Palestinian-Belgian Capacity Building Programme 2013-2017**



### 5.3.1 Programme Management Team

A **Programme Management Team** (PMT) will be established to facilitate and manage the implementation of the intervention. It is composed of:

- 1 Ministry Programme Coordinator of MoE
- 1 Ministry Programme Coordinator of MoHE
- 1 Ministry Programme Coordinator of MoL
- 1 BTC National Technical Assistant (NTA), expert in capacity development Co-Coordinator
- 1 BTC International Sector Expert TVET, specialised in TVET and capacity development
- 1 BTC Administrative and Financial Officer (BTC)
- Support staff

The PMT will be responsible for the overall coordination and follow-up of the intervention in close coordination with the MoE, MoHE and MoL. It will include:

- Overall planning of the programme activities and adjustments on a quarterly basis;
- Organisation, coordination and supervision of the implementation of programme activities in accordance with the approved programme work plans;
- Provision of timely compilation of progress reports and budgeted work plans to be submitted to the Steering Committee;
- Acting as the secretariat of the Steering Committee (dissemination of reports, proposal of agenda, drafting of minutes of Steering Committee meetings etc);
- Compilation of the programme final report at the end of the programme.

The National Technical Assistant (NTA) and the International Sector Expert (ISE) will be in charge of the daily management of the programme and the planning of the activities. While the NTA, the ISE and the Administrative and Financial Officer will be in charge of the daily resources management of the PMT.

The PMT will :

- Prepare the overall planning of the activities,
- Organise, coordinate and supervise the programme activities in accordance with the approved programme work plans,
- Assure good management of the programme resources,
- Provide technical guidance on programme methodology and strategy,
- Supervise the preparation and tendering of contracts for procurement of goods and services,
- Provide financial management, accounting and timely compilation of progress reports and budgeted work plans,
- Propose adjustments and or modification of programme activities and results,
- Establish the full programme work plan and budget that will be presented to the Steering Committee during the first 3 months of the programme start-up.
- Update work plans on a quarterly basis (compiling information regarding operations, procurement and financial planning).
- Compile the information for the six-monthly progress reports to be presented to the Steering Committee.

- Motivate any request to change the TFF and submit the file to the Project Steering Committee for possible approval.
- Use BTC templates in order to provide consolidated reporting on the whole programme.

The table below presents the synthesis of the various types of operational reports. This table is not exhaustive and the parties can agree on additional reports.

BTC Report	Period	Body in charge	Recipient
Operational planning	Quarterly	PMT	BTC, MoE, MoHE, MoL
Progress report	Six-monthly	PMT	BTC, SC
Follow up	Yearly	PMT	BTC, SC
Evaluation report	Mid-Term and Final evaluation	External consultancy	BTC, SC

### 5.3.2 The Steering Committee

The **Programme Steering Committee (SC)** represents the highest management level of the programme. It is responsible for providing the strategic guidance to all programme implementers and assures that programme objective is timely achieved.

The SC meets at the onset of the programme to approve the indicative action plan. Within the limitations imposed by the Specific Agreement of the programme, the SC shall lay down its own internal rules and take its decisions by consensus of the members.

The composition of the SC is the following:

- The Minister of MoE or his/her representative (member);
- The Minister of MoHE or his/her representative (member)
- The Minister of MoL or his/her representative (member);
- The BTC resident representative (member)
- The Minister of MoPAD or his/her representative (member);
- TVET General Director at the MoE and MoHE (member without voting right);
- Vocational Training General Director at the MoL (member without voting right);
- If necessary, the SC can invite any relevant person involved in the programme to attend a meeting as an informer or an observer such as a representative of the Ministry of Social Affairs, as a representative of NIET, the Palestinian Federation of Industries and the Federation of Palestinian Chambers of Commerce, Industry and Agriculture (without voting right).

The PMT will ensure the secretariat of the Steering Committee and will provide the necessary information to its members. Minutes will be prepared for each SC and will be signed by the representative of the ministries and BTC Resident Representative.

The Steering Committee members may designate a delegate to the Steering Committee in case they are not able to attend the meeting in person.

The Ministry Programme Coordinators of MoE, MoHE, MoL, the National Technical Expert and the International Sector Expert will attend the Steering Committee meetings to report to and advise the Steering Committee, but will not participate in any decision-making.

The SC will meet twice a year and as needed.

The SC is chaired by MoL, or the MoE or MoHE on a yearly basis according to a rotation system, but if necessary MoPAd can preside.

The SC is hosted by the Ministry chairing the SC.

Key responsibilities: the Steering Committee will:

- Provide general guidance to the programme implementation,
- Validate the Programme Implementation Manual,
- Appraise the state of progress of the programme and the achievement of the expected results and the specific objective on the basis of the progress reports;
- Approve the work plan of the programme including the financial planning,
- Approve the six-monthly progress report,
- Approve the six-monthly financial report,
- Approve the proposals to adjust or modify the programme (financial modalities, the expected results, activities and budget realignment, the indicators at specific objective and results level, the composition and responsibilities of the SC) providing that such modifications do not alter the programme specific objective nor its overall budget.
- Identify any problem relating to the management of the resources (human, financial or material) or the interpretation of the Agreement or to the TFF, which may pose a threat to the smooth implementation of the programme, and inform both Governments;
- Approve the financial audits
- Appraise the monitoring and evaluation reports;
- Formulate recommendations on possible necessary changes to the programme objective, budgets and future directions and
- Approve the final report and final closure process of the programme.

## 5.4 FINANCIAL MANAGEMENT

The Belgian contribution will be managed according to the BTC systems, procedures and responsibilities (**BTC-management**)

### 5.4.1 Budget management

The budget of the programme indicates the budgetary limits, within which the programme must be carried out.

The Steering Committee, on the basis of proposals worked out by the PMT, must approve changes of budget according to BTC rules and regulations.

In every case, the PMT must document the budget modifications according to BTC rules even if these are not presented to the Steering Committee. The possible budgetary changes are:

- Change of the budget structure;
- Transfer of resources between existing budget lines;
- Reallocation of funds between the different financial modes;
- Utilisation of the reserve

This is possible as long as the changes do not affect the Specific Objective of the programme and remain within the limits of the approved budget.

The management of a budget change must be made according to BTC procedures.

The total budget amount cannot be exceeded.

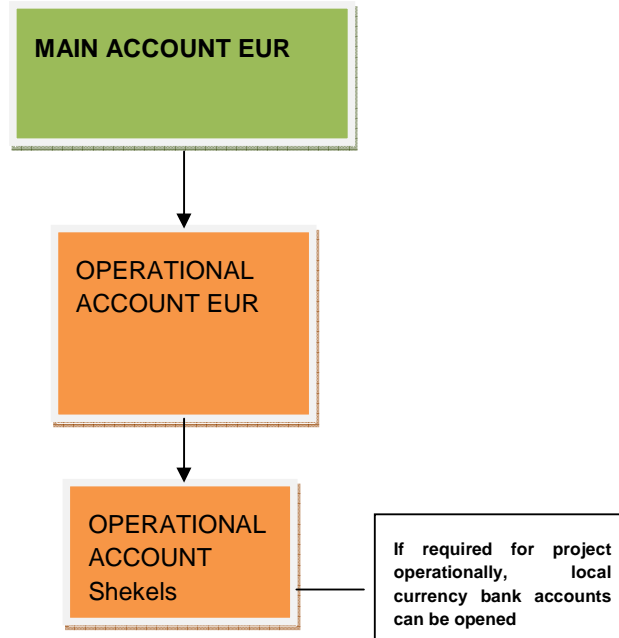
In order to facilitate the start-up of the intervention, commitments and expenses may be made before the signature of the Implementation Agreement between Belgian Government and BTC. It includes expenses planned for logistics and human resources for a maximum amount of 84,750 EUR.

<b>START UP COSTS (euros)</b>			Exec. Mod	TOTAL BUDGET
<b>Z</b>		<b>General means</b>		<b>84.750</b>
Z	01	<i>Human resources</i>		25.250
Z	01	01 International sector expert TVET/cap development	Regie	15.000
Z	01	02 National expert capacity development	Regie	4.000
Z	01	03 Administrative and financial officer	Regie	2.500
Z	01	04 Support Staff	Regie	1.150
Z	01	05 Recruiting Costs	Regie	2.600
Z	02	<i>Investments</i>		59.500
Z	02	01 Vehicles	Regie	25.000
Z	02	02 Office equipment	Regie	12.700
Z	02	03 IT equipment	Regie	16.450
Z	02	04 Office rehabilitation	Regie	5.350



## 5.4.2 Bank accounts, authorisations

The table below presents a synthesis of the financial flows of the intervention.



The following bank accounts will be opened for the programme:

- 1) the “Main Programme Account” - BTC management
- 2) the “Operational Programme Account” BTC management

These bank accounts respects the mandates procedures set for BTC managed programmes.

If required, for the programme operationally, local currency bank accounts can be opened by BTC in a commercial bank in Ramallah.

- The ‘Main Programme Account’: in "BTC management"

This account shall be opened at the Commercial Bank Jerusalem for the Belgian contribution under BTC management and will be managed on the basis of a double signature from the BTC Resident Representative and the International Sector Expert.

This account serves for:

- replenishment of the programme operational accounts;
- for payments for both objectives above the threshold of 25,000 €.

- The ‘Operational Programme Account’ in BTC management :

This account will be opened at a commercial bank in Ramallah and will be managed with a double signature from BTC.

The mandates structure will be the International Sector Expert and national technical assistant for the commitments, and the ISE and the Financial and Administrative Officer for the payments.

### 5.4.3 Request for funds

The Main Account for "BTC management" is replenished every three months following BTC procedures.

A first request for transfer of funds can be submitted to the BTC Representation from the moment the implementation agreement is signed between the Belgian Government and BTC. The requested amount shall correspond to the financial needs of the first three months; the request shall be signed by the BTC Representation.

The amount of the subsequent transfers / cash call is equal to the estimated needs in treasury for the following quarter with a cash buffer (financial planning).

BTC transfers the funds at the beginning of the quarter.

The Representation transfers the funds to the operational accounts according to financial planning and work plans designed.

### 5.4.4 Financial Reporting

#### **Accounting**

Every month, the accounting of the programme must be elaborated and approved following the BTC internal procedures. The accounting must be signed by the International Sector Expert and the Financial Officer and sent to the BTC Representation. It shall include the following files:

- electronic account files;
- bank statements and signed cash statements;
- all supporting documents (originals).

Result 3 will use the local dimensions to be able to link the expenditures to the scholarship holders.

#### **Financial Planning and Reporting**

Every quarter, the PMT will prepare a financial planning for the current quarter and upcoming quarters of the current year, and for the future years. The financial planning must be done in accordance with the BTC internal procedures and must be sent to the BTC Representation in Jerusalem.

At the Steering Committee meetings, the Programme Management Team will present the following consolidated financial information:

- budget monitoring reports;
- updated financial planning;
- list of the main commitments;
- bank accounts statements;
- list of received funds;
- budget change proposal if needed;
- action plan related to audit requirements.

### 5.4.5 Procurement

#### **BTC management**

BTC management applies. The items to be procured will be managed by BTC management according to the Belgian procurement regulations.

#### **Training and workshops:**

These will be carried out on the basis of approved programs. The programme will identify the general framework of training and similar activities, including the nature and objectives of training

and workshops, institutions where training/workshops would be conducted, cost estimates and contents of the course, the number of participants, cost estimates, and the translation of the knowledge gained in the actual implementation of programme objective.

#### **Fraud, Coercion and Corruption:**

All procuring entities as well as bidders and service providers, i.e. suppliers, contractors and consultants, shall observe the highest standard of ethics during the procurement and execution of contracts financed under the programme.

### **5.4.6 Audit**

#### **Programme Audit**

External audits will be organised in the first and the third year of the programme implementation. A qualified financial auditor, selected and contracted by BTC, will execute the external auditing. BTC will elaborate the Terms of Reference and select the audit firm. The audit will include the following items:

- Verification of the existence and the respect of procedures;
- Verification, whether the accounts of the programme reflect reality.

The auditor's reports will be presented to the Steering Committee. If necessary, the programme co-ordinator will elaborate an action plan, in order to improve the procedures and to prove that corrective measures have been taken.

#### **BTC Audit**

Each year an Audit Committee reviews the accounts of BTC. Within this framework, the Audit Committee may also carry out audits of programmes in OPT. The Audit Committee of BTC may also request that BTC's internal auditor audit a specific programme.

## **5.5 MONITORING AND EVALUATION**

Several **backstopping missions** will be performed by BTC during the course of the programme. These missions may coincide with and may contribute to the Steering Committee. The ToR for these missions will be prepared in close collaboration with BTC office in Jerusalem and the Programme Management Team.

A **baseline study** will take place at project start-up phase and should provide, amongst, others, base line data and fine-tune the indicators of the logical framework matrix in order to enable adequate programme monitoring. The baseline study shall be carried out with the support of external expertise.

An **external mid-term review** (MTR) will be performed 24 months after the signature of the Specific Agreement. This mid-term review will assess the programme progress, evaluate the performance of the Programme Management Team and propose to adapt the programme results and logframe matrix if necessary. The MTR will provide recommendations to strengthen the implementation of the project for the remaining years. The MTR final report will be submitted to the SC that will take timely and appropriate decisions on the proposed recommendations.

At the end of the programme, an **external final evaluation** of the programme will take place. This evaluation mission will perform a check of compliance with the expected results listed in the Technical and Financial File and will capitalise the programme's lessons learned. The final evaluation will assess whether the specific objective has been reached. It will compare the indicators at the time of the final evaluation to the baseline indicators as gathered during the baseline study.

The PMT will facilitate and support the missions in charge of the above-mentioned exercises.

## 5.6 PROGRAMME CLOSURE

Six months before the end of the programme, the PMT needs to elaborate the financial balance, in accordance with BTC procedures. The financial balance must be submitted to BTC for verification before it is presented to the final Steering Committee meeting.

During the last phase of the programme, the parties will ensure that the following actions are undertaken:

- An end-of-programme consolidated report is presented to the Steering Committee;
- The destination of remaining assets and budget is agreed upon;
- Preparations for the closure of accounts have been made.

The PMT shall compile and prepare a general end-of-programme report that can be presented and discussed by the Steering Committee, before the programme comes officially to a close. The final version will include the minutes of this Steering Committee meeting, including the remarks made on the content and conclusions of the end-of-programme report.

The end-of-programme report shall give a full account of the expenditures of both the Palestinian and the Belgian contributions. It must include a list of all equipment to be handed over. The Steering Committee will approve the plan for handing over the equipment bought from the Belgian contribution.

After the end of the validity of the Specific Agreement, no expenditure will be authorized except if it is related to commitments made before the end of the Specific Agreement and mentioned in the minutes of the Steering Committee. Operational expenditures after this date will not be accepted.

Amounts that are not used at the end of the intervention will be returned to the budget of the indicative cooperation programme and will be reallocated. This will be confirmed by exchange of letters.

After the remaining budget has been transferred according to the decision of SC, both authorising officers of the intervention will take all necessary steps described by law and banking procedures, to close all intervention accounts. Documents confirming the closure of the accounts shall be copied to BTC and the MoE, MoHE and MoL.

## 6 CROSS CUTTING ISSUES

This intervention is part of the Indicative Cooperation Programme covering the cooperation between the Government of Belgium and the Palestinian Authority for the period 2012 – 2015, where gender equality / women’s empowerment and environment / climate change are put forward.

### 6.1 ENVIRONMENT

As previously stated in chapter 3, issues regarding sustainable management of the environment and climate change will be integrated into the activities of the first objective. Particular attention will be given to the implementation of the activities, described in the ‘Climate Change Adaptation Strategy and Programme of Action for the Palestinian Authority’ and the ‘Environmental Sector Strategy’ (2011-2013).

Although adaptation to climate change can involve governmental, civil society and private sector actors. The focus of the **Climate Change Palestinian Adaptation Programme of Action** is on state institutions and actors. The overriding goal both of the Palestinian Adaptation Programme of Action and of **the Climate Change Adaptation Strategy** is to identify and implement the most effective means by which the Palestinian Authority can build the capacity of the Palestinians to cope with current and future climate hazards. In order to implement this strategy, regular contact will be sought with the Environmental Quality Authority during the execution of this intervention. More specific, will this be done, during the definition of the actions of the intervention related to the implementation of the environmental sector strategy.

Regarding the scope of Result 1 & 2, one specific objective of the **Environmental Sector Strategy**, covering several sectorial policies, is put forward, namely ‘a clean, safe and pollution free Palestinian environment<sup>55</sup>’ including :

- The control of different sources of pollution with emphasis on, the development of a system to encourage the use of clean and alternative energy and the implementation of pilot programmes;
- The promotion of behaviours associated with environment preservation and increasing public environmental awareness by the integration of environmental education into curricula at the different levels of education
- Improvement of systems for the management of liquid, solid and hazardous waste through the development of a plan to encourage private sector initiatives and contributions in the solid, liquid and hazardous waste management.

To this end, this intervention will support the Palestinian Authority to include systems of waste management in the curricula used in the apprentice’ship models and at least one pilot trade regarding green economy will be examined and further developed (result 1 and 2).

### 6.2 GENDER

The policies and actions to promotion gender equity and equality by addressing priority gender-related problems, are documented in the ‘**Cross-Sectoral National Gender Strategy (2011-2013)**’, which offers guidance for reducing gender gaps and serves as a reference for developing programs, programmes and appropriate gender-responsive actions. A specific strategic objective

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<sup>55</sup> Environmental sector strategy,

addresses the educational services by promoting the 'improvement of the quantity and quality of educational services in the OPT from a gender perspective<sup>56</sup> through:

- the expansion and activation of the compulsory education policy to cover secondary education;
- the implementation of the required measures for incorporating gender issues into school curricula and higher education; and
- making all required amendments and measures to encourage enrolment of girls and women in TVET and agricultural education, both at the secondary level and in higher education.

Translated in concrete interventions, the intervention will support the Palestinian Authority with:

- scholarships for poor female students in secondary education (result 3);
- encouraging girls and women to join TVET (result 1 and 2);
- the exploration and introduction of a specific vocational field of study for girls and women in vocational schools that correspond to the demands of the labour market (result 1);
- to conduct an awareness-raising campaign to encourage families to enrol females, in TVET (result 1).

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<sup>56</sup> Cross-Sectoral National Gender Strategy,

## 7 ANNEXES

### 7.1 LOGICAL FRAMEWORK

	Logical of the intervention	Indicators	Sources of verification	Hypotheses
<b>GO</b>	<p><b><u>Global objective</u></b></p> <p><b>Contribution is brought go State Building through enhancing the Palestinian capacities in view of institutional development.</b></p>			Political stability
<b>SO</b>	<p><b><u>Specific objective</u></b></p> <p><b>The institutional capacities of the beneficiary institutions involved in the apprenticeships scheme and scholarships are improved</b></p>	<ul style="list-style-type: none"> <li>- Increased number of graduates in TVET</li> <li>- Increased number of graduates of apprenticeships</li> <li>- Increased numbers of internships</li> <li>- Increased employment rates of apprentices and interns</li> <li>- Active engagement of MoE, MoHE, MoL and Private Sector Organisations in the dialogue on TVET</li> <li>- Increased number of graduates from disadvantaged families</li> <li>- Increased number of female graduates in TVET, apprenticeships and internships</li> </ul>	<p>M&amp;E systems of the concerned Ministries</p> <p>Press releases</p>	<p>The priorities of the current TVET strategy are being maintained.</p> <p>Active collaboration of all Stakeholders (MoE, MoHE, MoL, Private Sectors Organisations) at central and local level.</p> <p>Staff members of MoE, MoHE, MoL and Social Private organisations, designated to the programme will have sufficient time available for implementing the activities.</p> <p>Private Sector companies and training providers engage themselves in Apprenticeship.</p> <p>A manageable number of stakeholders involved in the programme.</p> <p>Good coordination and collaboration between the intervention, ministries staff and other donors, involved in the TVET sector.</p>

<p><b>R 1.1</b></p>	<p><b>Result 1 :</b> <b>Ministry Staff and Private sector Organisations, involved in technical and vocational skills development facilitate and supervise the implementation of apprenticeship models within the apprenticeship scheme.</b></p>	<p>Official validated (by MoE, MoHE and MoL) national apprenticeships scheme, apprenticeships models and tools</p> <p>Approved (by MoE, MoHE, MoL and Social Private Organisations) apprenticeships strategy at national level, including the development of at least one trade related to green economy and the promotion of TVET by females</p> <p>Approved (by MoE, MoHE, MoL and Social Private Organisations) capacity building strategy regarding apprenticeships for central and decentralised levels for staff of MoE, MoHE, MoL, Private Sector Organisations and action plan for implementation.</p> <p>Information campaign to promote apprenticeships and enrolment of females in TVET</p>	<p>Ministry statements in the Media</p> <p>Minutes of meetings of the Palestinian Authority</p> <p>Minutes of meetings of MoE, MoHE, MoL, Private Sector Organisations, Higher Council for TVET and the TVET Executive Board</p> <p>Private Sector Organisations' press declarations and reports</p> <p>Programme reports</p> <p>Press Releases</p>	<p>Ministry staff and Private Sector Organisation staff communicate regularly and accept each other' roles and involvement.</p> <p>The partners fine-tune their interpretation on the key elements of Apprenticeship.</p> <p>They inform each other on on-going initiatives.</p>
<p><b>R 1.2</b></p>	<p><b>Result 2:</b> <b>The partners at local level implement apprenticeships.</b></p>	<p>Apprenticeships models for selected trades implemented in the 19 Vocational Schools/ Vocational Training Centres</p> <p>Implementation strategies for apprenticeships, including</p>	<p>Reports of meetings of Vocational Training Centres, MoL, Private Sector Organisations</p> <p>MoE, MoHE, MoL and Private Sector</p>	<p>Smooth collaborative links at the local level</p> <p>A trouble-shooting mechanism exists in each locality.</p> <p>The programme management team has good communicative capacities.</p>



		<p>developed tools for each Vocational School/ Vocational Training Centre</p> <p>Approved (by MoE, MoHE, MoL, Social Private Organisations) Capacity Building Strategy for apprenticeships for each Vocational School/ Vocational Training Centre, with specific attention to environmental behaviour in trainings</p>	<p>Organisations' press declarations and reports</p> <p>Reports of training events, call for proposals, manual of apprenticeship fund</p> <p>Reports of the Palestinian-Belgian Capacity Building Programme</p>	<p>A sufficient number of companies do engage in Apprenticeship and take their responsibility seriously.</p>
R 2.1	<p><b>Result 3:</b></p> <p>Economically and socially disadvantaged learners have access to training and coaching.</p>	<p>Developed pro-poor and pro-gender strategies of scholarships.</p> <p>Study on effectiveness of scholarships</p> <p>Approved follow-up system in place</p>	<p>Reports of MoE, MoHE</p> <p>Programme records</p> <p>Tracer study</p>	<p>Scholarship holders keep contact with BTC and their educational institution</p>

	<b>Activities to reach Result 1</b>
<b>R 1</b>	<b>Result 1</b> Ministry Staff and Private sector Organisations, involved in technical and vocational skills development facilitate and supervise the implementation of apprenticeship models within the apprenticeships scheme.
<b>A 1.1</b>	<b>Activity 1.1 : Develop a national Apprenticeship scheme in a multi-stakeholder set-up, based on practical experiences.</b> <ul style="list-style-type: none"> <li>- document and systematize past experience with apprenticeship;</li> <li>- consult regularly with private sector organisations, VTC's, ... ;</li> <li>- facilitate exchange between the different centres who implement the scheme and disseminate their good practices and developed tools developed ;</li> <li>- assess effectiveness of implementation, adapt and harmonize the applied model according to lessons learned ;</li> <li>- organize exchange (field) visits to neighbouring countries to learn from their experiences with participation of practitioners at local level;</li> <li>- validate the adapted model and developed tools</li> </ul>
<b>A 1.2</b>	<b>Activity 1.2: Develop and implement an apprenticeships strategy</b> <ul style="list-style-type: none"> <li>- Develop an apprenticeships (implementation) strategy (including selection of pilot stage, pilot trades, organization of roll-out of pilot-initiatives, incentives for the development of green economy)</li> <li>- Implement the defined strategy</li> <li>- Monitor, evaluate and adapt the apprenticeships strategy</li> </ul>
<b>A.1.3</b>	<b>Activity 1.3 : Develop and implement a (national) capacity building strategy regarding apprenticeships</b> <ul style="list-style-type: none"> <li>- Organize a capacity assessment of staff of MoE, MoHE, MoL and private sector organizations at policy and technical level regarding the implementation of apprenticeships</li> <li>- Implement the capacity development/building strategy</li> <li>- Monitor, evaluate and adjust capacity development/building strategy</li> </ul>
<b>A.1.4</b>	<b>Activity 1.4 : Promote apprenticeships</b> <ul style="list-style-type: none"> <li>- Organise an information campaign to sensitize the population (based on success stories)</li> <li>- Organise an awareness-raising campaign to encourage the enrolment of females in TVET</li> <li>- Organise initiatives to promote the apprenticeships model (an Apprenticeship Initiatives Fair, International Conference, ...)</li> </ul>
<b>R2</b>	<b>Result 2:</b> The partners at the local level implement apprenticeships
<b>A 2.1</b>	<b>Activity 2.1: Develop and implement the apprenticeship models</b> <ul style="list-style-type: none"> <li>- development of local implementation strategy (in accordance with national policies)</li> </ul>

	<ul style="list-style-type: none"> <li>- implement strategy</li> <li>- M&amp;E implementation strategy</li> </ul>
<b>A 2.2</b>	<p><b><u>Activity 2.2:</u> Develop and implement a local capacity building strategy regarding apprenticeships</b></p> <ul style="list-style-type: none"> <li>- Organize a capacity assessment of staff of MoE, MoHE, MoL and private sector organizations at policy and technical level regarding the implementation of apprenticeships</li> <li>- Implement the capacity development/building strategy</li> <li>- Monitor, evaluate and adjust capacity development/building strategy</li> </ul>
<b>R.3.</b>	<p><b><u>Result 3</u></b></p> <p><b>The institutional and organizational capacity to award scholarships to disadvantaged youth is strengthened.</b></p>
<b>A 3.1</b>	<p><b><u>Activity 3.1:</u> Develop an implementation strategy</b></p> <ul style="list-style-type: none"> <li>-develop a pro-poor approach</li> </ul>
<b>A.3.2</b>	<p><b><u>Activity 3.2:</u> Develop a M&amp;E system</b></p> <ul style="list-style-type: none"> <li>- develop and implement a follow-up system</li> <li>- evaluate the added value of the attributed scholarships</li> </ul>
<b>A 3.3</b>	<p><b><u>Activity 3.3:</u> Grant scholarships and apprenticeships/internships</b></p> <ul style="list-style-type: none"> <li>- define the modalities of the scholarships</li> <li>- call for candidature</li> <li>- select candidates</li> <li>- attribute grant</li> </ul>
<b>A 3.4</b>	<p><b><u>Activity 3.4</u> Guaranty continuity of already allocated scholarships</b></p>

## 7.2 CHRONOGRAMME

Budget Code	Results/activities	Year 1				Year 2	Year 3	Year 4
		Q1	Q2	Q3	Q4			
A_01	Ministry staff and Private Sector Organisations facilitate and supervise apprenticeships models							
A_01_01	Development of a national scheme	X	X	X	X	X	X	
A_01_02	Develop and implement an apprenticeships strategy			X	X	X	X	X
A_01_03	Develop and implement a national capacity building strategy		X	X	X	X	X	X
A_01_04	Promote apprenticeships					X	X	X
A_02	Partners at local level implement apprenticeships							
A_02_01	Develop and implement apprenticeships models	X	X	X	X	X	X	X
A_02_02	Develop and implement a local capacity building strategy	X	X	X	X	X	X	X
A_03.01	Institutional and organizational capacity regarding scholarships							
A_03_01	Develop an implementation strategy	X	X	X	X	X		
A_03_02	Develop and implement a M&E system		X	X	X	X	X	X
A_03_03	Grant scholarships and apprenticeships/internships	X		X		X	X	X
A_03_04	Guaranty continuity of already allocated scholarhips	X		X		X		

## 7.3 TOR LONG-TERM PERSONNEL

### 7.3.1 Ministry Programme Coordinator MoE

(Director of Intervention for MoE– DI) for 4 years.

Professional profile: Education, TVET, capacity development and programme management, Arabic speaker and well acquainted with the Palestinian context.

The Ministry Programme Coordinator (MPC) MoE shall be selected by MoE with a no objection of MoE, MoL and BTC. He/she will be part of the Programme Management Team (PMT), will connect the programme with the MoE, and will work on a full-time basis in coordination with the programme co-director.

The MPC will refer to the Steering Committee (SC) and ensure that the members are well informed of programme progress and are adequately supplied with sufficient information to carry out their decision-making responsibilities. The MPC will feed back to the MoE, any changes in policy or direction that the SC may wish to carry out within the Programme framework.

Roles and responsibilities	Minimum qualification profile
<p>S/he does:</p> <ol style="list-style-type: none"> <li>1) Provides with the other ministry programme coordinators overall leadership of the PMT and coordinate its activities with the ones of MoE;</li> <li>2) Coordinates the implementation and follow-up of all programme activities and ensures the collaboration with the partner services;</li> <li>3) Communicates the programme objectives and modalities to the Ministry services at the central, district and local level, other involved Ministries, TVET institutions, local authorities and private sector organisations / companies;</li> <li>4) Leads the team of professionals working in the programme and coaches, motivates and supervises the staff members;</li> <li>5) Ensures the contact with other programmes and initiatives, especially with those active in the field of education, training and employment creation, in order to harmonise the modes of intervention, to ensure complementarity and to avoid overlaps;</li> <li>6) Supervises the periodical reports (per quarter, semester and year, end-of-programme, integrating the contributions of the professionals working in the programme), following the indications of the TFF, the MoE, MoHE and BTC (using standard formats);</li> <li>7) Submits the financial reports, written by the Administrative and Financial Officer, using the standard format and respecting periodicity required by BTC;</li> <li>8) Ensures the good collaboration with the responsible officials of the education and labour sector, other Ministries, the local and district authorities, and local Chambers of Commerce and Industry;</li> <li>9) Supervises the rational use of the programme resources;</li> <li>10) Participates in the capitalisation of programme experiences (monitoring &amp; evaluation, learning lessons);</li> <li>11) Organises bi-annual SC meetings; Prepares the contents and agenda of the SC meetings; Presents the state of progress of programme activities to the SC;</li> </ol>	<p>S/he has / is :</p> <ol style="list-style-type: none"> <li>1) A university degree (minimum Bachelors level);</li> <li>2) Good programme management abilities, an experience in human resource management, and a good knowledge of the education system and of the economic sector;</li> <li>3) Managed similar international cooperation programmes, including the responsibility for financial management;</li> <li>4) Proven relevant experience in leading a team of professionals, in supervising staff and in coaching collaborators;</li> <li>5) Proven relevant experience in monitoring and evaluation of education and training programmes and initiatives involving companies in training;</li> <li>6) Good communication, presentation and facilitation skills;</li> <li>7) Writes clear and concise reports and other administrative and technical documents;</li> <li>8) Arabic as his/her mother tongue and a good level of spoken and written English;</li> <li>9) Uses easily the standard information technology tools;</li> <li>10) Able to work under stressful conditions, and not objecting to overtime work and frequent field missions;</li> <li>11) An experience as a teacher, trainer or researcher in education or engineering is an asset.</li> </ol>

Participates, without voting right, in the SC meetings and ensures its secretariat.	
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### 7.3.2 Ministry Programme Coordinator MoHE

(Director of Intervention for MoHE– DI) for 4 years.

Professional profile: Education, TVET, capacity development and programme management, Arabic speaker and well acquainted with the Palestinian context.

The Ministry Programme Coordinator (MPC) MoHE shall be selected by MoHE with a no objection of MoE, MoL and BTC. He/she will be part of the Programme Management Team (PMT), will connect the programme with the MoHE, and will work on a full-time basis in coordination with the programme co-director.

The MPC will refer to the Programme Steering Committee (SC) and ensure that the members are well informed of programme progress and are adequately supplied with sufficient information to carry out their decision-making responsibilities. The MPC will feed back to the MoHE, any changes in policy or direction that the SC may wish to carry out within the Programme framework.

Roles and responsibilities	Minimum qualification profile
<p>S/he does:</p> <ol style="list-style-type: none"> <li>1) Provides with the other ministry programme coordinators overall leadership of the PMT and coordinate its activities with the ones of MoHE;</li> <li>2) Coordinates the implementation and follow-up of all programme activities and ensures the collaboration with the partner services;</li> <li>3) Communicates the programme objectives and modalities to the Ministry services at the central, district and local level, other involved Ministries, TVET institutions, local authorities and private sector organisations / companies;</li> <li>4) Leads the team of professionals working in the programme and coaches, motivates and supervises the staff members;</li> <li>5) Ensures the contact with other programmes and initiatives, especially with those active in the field of education, training and employment creation, in order to harmonise the modes of intervention, to ensure complementarity and to avoid overlaps;</li> <li>6) Supervises the periodical reports (per quarter, semester and year, end-of-programme, integrating the contributions of the professionals working in the programme), following the indications of the TFF, MoHE and BTC (using standard formats);</li> <li>7) Submits the financial reports, written by the Administrative and Financial Officer, using the standard format and respecting periodicity required by BTC;</li> <li>8) Ensures the good collaboration with the responsible officials of the education and labour sector, other Ministries, the local and district authorities, and local Chambers of Commerce and Industry;</li> <li>9) Supervises the rational use of the programme resources;</li> <li>10) Participates in the capitalisation of programme experiences (monitoring &amp; evaluation, learning lessons);</li> <li>11) Organises bi-annual SC meetings; Prepares the contents and agenda of the SC meetings; Presents the state of progress of programme activities to the SC;</li> </ol>	<p>S/he has / is :</p> <ol style="list-style-type: none"> <li>1) A university degree (minimum Bachelors level);</li> <li>2) Good programme management abilities, an experience in human resource management, and a good knowledge of the education system and of the economic sector;</li> <li>3) Managed similar international cooperation programmes, including the responsibility for financial management;</li> <li>4) Proven relevant experience in leading a team of professionals, in supervising staff and in coaching collaborators;</li> <li>5) Proven relevant experience in monitoring and evaluation of education and training programmes and initiatives involving companies in training;</li> <li>6) Good communication, presentation and facilitation skills;</li> <li>7) Writes clear and concise reports and other administrative and technical documents;</li> <li>8) Arabic as his/her mother tongue and a good level of spoken and written English;</li> <li>9) Uses easily the standard information technology tools;</li> <li>10) Able to work under stressful conditions, and not objecting to overtime work and frequent field missions;</li> <li>11) An experience as a teacher, trainer or researcher in education or engineering is an asset.</li> </ol>

Participates, without voting right, in the SC meetings and ensures its secretariat.	
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### 7.3.3 Ministry Programme Coordinator MoL

(Director of Intervention for MoL– DI) for 4 years.

Professional profile: Education, TVET, capacity development and programme management, Arabic speaker and well acquainted with the Palestinian context.

The Ministry Programme Coordinator (MPC) MoL shall be selected by MoL with a no objection of MoE, MoHE and BTC. He/she will be part of the Programme Management Team (PMT), will connect the programme with the MoL, and will work on a full-time basis in coordination with the programme co-director.

The MPC will refer to the Steering Committee (SC) and ensure that the members are well informed of programme progress and are adequately supplied with sufficient information to carry out their decision-making responsibilities. The MPC will feed back to the MoL, any changes in policy or direction that the SC may wish to carry out within the Programme framework.

Roles and responsibilities	Minimum qualification profile
<p>S/he does:</p> <ol style="list-style-type: none"> <li>1) Provides with the other ministry programme coordinators overall leadership of the PMT and coordinate its activities with the ones of MoL;</li> <li>2) Coordinates the implementation and follow-up of all programme activities and ensures the collaboration with the partner services;</li> <li>3) Communicates the programme objectives and modalities to the Ministry services at the central, district and local level, other involved Ministries, TVET institutions, local authorities and private sector organisations / companies;</li> <li>4) Leads the team of professionals working in the programme and coaches, motivates and supervises the staff members;</li> <li>5) Ensures the contact with other programmes and initiatives, especially with those active in the field of education, training and employment creation, in order to harmonise the modes of intervention, to ensure complementarity and to avoid overlaps;</li> <li>6) Supervises the periodical reports (per quarter, semester and year, end-of-programme, integrating the contributions of the professionals working in the programme), following the indications of the TFF, the MoL and BTC (using standard formats);</li> <li>7) Submits the financial reports, written by the Administrative and Financial Officer, using the standard format and respecting periodicity required by BTC;</li> <li>8) Ensures the good collaboration with the responsible officials of the education and labour sector, other Ministries, the local and district authorities, and local Chambers of Commerce and Industry;</li> <li>9) Supervises the rational use of the programme resources;</li> <li>10) Participates in the capitalisation of programme experiences (monitoring &amp; evaluation, learning lessons);</li> <li>11) Organises bi-annual SC meetings; Prepares the</li> </ol>	<p>S/he has / is :</p> <ol style="list-style-type: none"> <li>1) A university degree (minimum Bachelors level);</li> <li>2) Good programme management abilities, an experience in human resource management, and a good knowledge of the education system and of the economic sector;</li> <li>3) Managed similar international cooperation programmes, including the responsibility for financial management;</li> <li>4) Proven relevant experience in leading a team of professionals, in supervising staff and in coaching collaborators;</li> <li>5) Proven relevant experience in monitoring and evaluation of education and training programmes and initiatives involving companies in training;</li> <li>6) Good communication, presentation and facilitation skills;</li> <li>7) Writes clear and concise reports and other administrative and technical documents;</li> <li>8) Arabic as his/her mother tongue and a good level of spoken and written English;</li> <li>9) Uses easily the standard information technology tools;</li> <li>10) Able to work under stressful conditions, and not objecting to overtime work and frequent field missions;</li> <li>11) An experience as a teacher, trainer or researcher in education or engineering is an asset.</li> </ol>

contents and agenda of the SC meetings; Presents the state of progress of programme activities to the SC; Participates, without voting right, in the SC meetings and ensures its secretariat.	
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### 7.3.4 National Technical Assistant Education (co-coordinator)

1 national technical assistant (NTA) for 4 years. Professional profile: Programme management, capacity development and institutional strengthening, and TVET/apprenticeships, Arabic speaker and well acquainted with the Palestinian context

Roles and responsibilities	Qualification profile
<p>S/he :</p> <ol style="list-style-type: none"> <li>1) Coordinates the implementation and follow-up of all programme activities and ensures the collaboration with the partner services;</li> <li>2) Communicates the programme objectives and modalities to all partner institutions and organisations: <ul style="list-style-type: none"> <li>• Ministries: MoE, MoHE, MoL, MoPAD / Ministry of Finance</li> <li>• Private Sector Organisations: PFI and FPCCIA</li> <li>• Donors supporting Education, TVET, employment and Small and Medium-sized enterprises development: France, Germany-KfW, Finland, Norway, EU etc.</li> <li>• Specialised UN Organisations: UNESCO and ILO, UNRWA</li> <li>• The Palestinian NGO VET-League</li> </ul> </li> <li>3) Leads the team of professionals working in the programme and coaches, motivates and supervises the staff members;</li> <li>4) Ensures the contact and collaboration with other programmes and initiatives, especially with: <ul style="list-style-type: none"> <li>• Joint Financing Arrangement for the Education Sector (JFA)</li> <li>• Palestinian-Belgian TVET curriculum project</li> <li>• Palestinian-Belgian e-learning project</li> <li>• Palestinian-Belgian School-Construction project</li> </ul> </li> <li>5) Projects and Initiatives in the area of TVET and Employment, e.g. the GIZ-supported Labour Market and Skills Development programme</li> <li>6) Writes the periodical reports following the indications of the Technical and Financial File, the Ministry of Education and Higher Education, the Ministry of Labour and the Belgian Technical Cooperation (using standard formats);</li> <li>7) Submits the financial reports, written by the Administrative and Financial Officer, according to the format and periodicity required by BTC;</li> <li>8) Ensures the good collaboration with the responsible officials at the central level and the local and district authorities;</li> <li>9) Support DGD scholarships with the development of the implementation strategy and the M&amp;E of the scholarships;</li> <li>10) Supervises the rational use of the programme resources;</li> </ol>	<p>S/he has :</p> <ol style="list-style-type: none"> <li>1) A university degree (minimum: Master level) in: social sciences, pedagogy, psychology or in a similar field</li> <li>2) A professional experience in capacity development and institutional strengthening and programme management,</li> <li>3) 2) A professional experience in TVET/apprenticeships is an asset;</li> <li>4) An excellent level of spoken and written English (negotiation level);</li> <li>5) Arabic as his/her first or second language, including the ability of writing texts in Arabic</li> <li>6) Excellent programme management abilities, with an experience in planning, implementation of activities, finance and administration;</li> <li>7) A proven professional experience in the OPT</li> <li>8) Has managed a similar international cooperation programme for a period of at least 3 years, including the responsibility for financial management;</li> <li>9) Has proven relevant experience in monitoring and evaluation of training and capacity building programmes and initiatives</li> <li>10) Has proven relevant experience in leading a team of professionals, in supervising staff and in coaching collaborators, e.g. an experience in human resources management;</li> <li>11) Experiences as a teacher, trainer in education, is an asset;</li> <li>12) Writes clear and concise reports and other administrative and technical documents;</li> <li>13) Has good communication, presentation and facilitation skills;</li> <li>14) Uses easily the standard information technology tools;</li> <li>15) Able to work under stressful conditions, and not objecting to overtime work and frequent field missions.</li> </ol>



<p>11) Engages in sourcing of international expertise, establishing collaborative links between Palestinian and European organisations and institutions in the areas of TVET, Apprenticeship and Capacity Building (University departments, Teacher Training Institutes, Private Sector Organisations, Curriculum Development Institutes etc.)</p> <p>12) Participates in the capitalisation of programme experiences (monitoring &amp; evaluation, learning lessons);</p> <p>13) Presents to the Programme Steering Committee the state of progress of programme activities;</p> <p>14) Participates, without voting right, in the Programme Steering Committee meetings and ensures its secretariat.</p>	
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### 7.3.5 International Sector Expert Education

1 international sector expert (ISE) for 3 years. Professional profile: capacity development and institutional strengthening, TVET/apprenticeship and programme management and well acquainted with the Palestinian context

Roles and responsibilities	Qualification profile
<p>S/he supports the:</p> <p>1) Coordination of the implementation and follow-up of all programme activities (apprenticeships and scholarships) and ensures the collaboration with the partner services;</p> <p>2) Collaboration with the responsible officials at the central level and the local and district authorities, especially regarding apprenticeships by giving them technical support;</p> <p>3) Communication of and coordination with the programme objectives and modalities to all partner institutions and organisations:</p> <ul style="list-style-type: none"> <li>• Ministries: MoE, MoHE, MoL, MoPAD / Ministry of Finance</li> <li>• Private Sector Organisations: PFI and FPCCIA</li> <li>• Donors supporting Education, TVET, employment and Small and Medium-sized enterprises development: France, Germany-KfW, Finland, Norway, EU etc.</li> <li>• Specialised UN Organisations: UNESCO and ILO, UNRWA</li> <li>• The Palestinian NGO VET-League</li> </ul> <p>4) The scholarships department with the technical development of the implementation strategy and the M&amp;E of the scholarships;</p> <p>5) The supervision of the rational use of the programme resources during the implementation of the programme activities and gives technical advice to improve this rational use;</p> <p>6) Contract external international expertise (especially at the technical level), establishing collaborative links between Palestinian and European organisations and institutions in the areas of TVET, Apprenticeship and Capacity Building (University departments, Teacher Training Institutes, Private Sector Organisations, Curriculum Development Institutes etc.)</p> <p>7) Project team with the capitalisation of programme</p>	<p>S/he has :</p> <p>A university degree (minimum: Master level) in: social sciences, pedagogy, psychology or in a similar field</p> <p>A extended professional experience in TVET including Apprenticeship and capacity development and institutional strengthening</p> <p>Programme management abilities, with an experience in planning, implementation of activities, finance and administration;</p> <p>A proven professional experience in the OPT (several short-term missions or a long-term post)</p> <p>Has managed a similar international cooperation programme for a period of at least 5 years, including the responsibility for financial management;</p> <p>Has proven relevant experience in monitoring and evaluation of training and capacity building programmes and initiatives</p> <p>Has proven relevant experience in leading a team of professionals, in supervising staff and in coaching collaborators, e.g. an experience in human resources management;</p> <p>Experiences as a teacher, trainer in education, is an asset;</p> <p>An excellent level of spoken and written English (negotiation level);</p> <p>Knowledge of Arabic including the ability of writing texts in Arabic is an asset</p> <p>Writes clear and concise reports and other administrative and technical documents;</p> <p>Has good communication, presentation and facilitation skills;</p> <p>Uses easily the standard information technology tools;</p> <p>Able to work under stressful conditions, and not objecting to overtime work and frequent field missions.</p>

<p>experiences (monitoring &amp; evaluation, learning lessons);</p> <p>8) NTA &amp; the 3 Programme Coordinators with technical advice in order to coach, motivate and supervise their technical staff ;</p> <p>9) Promotion of the communication and the collaboration with other programmes and initiatives, especially with:</p> <ul style="list-style-type: none"> <li>• Joint Financing Arrangement for the Education Sector (JFA)</li> <li>• Palestinian-Belgian TVET curriculum project</li> <li>• Palestinian-Belgian e-learning project</li> <li>• Palestinian-Belgian School-Construction project</li> <li>• Projects and Initiatives in the area of TVET and Employment, e.g. the GIZ-supported Labour Market and Skills Development programme</li> </ul> <p>10) Project team with the writing of the periodical reports;</p> <p>11) Presentation to the Programme Steering Committee the state of progress of programme activities;</p> <p>12) Project team during the Programme Steering Committee meetings.</p>	
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### 7.3.6 Administrative and Financial Officer

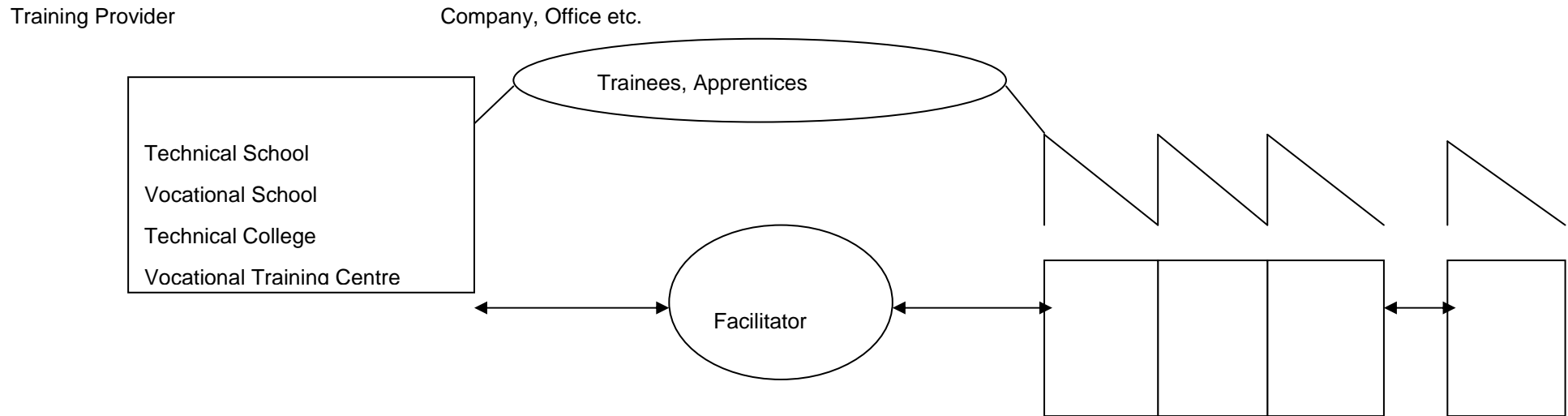
The Administrative and Financial Officer is responsible for a variety of finance-related tasks including the ones listed below (this list is not exhaustive).

He/she works under direct supervision of the International Sector Expert.

Roles and responsibilities	Qualification profile
<p>S/he does in coordination with the PMT:</p> <p><b>Major tasks</b></p> <p><b>1. Responsible for financial administration and procedures</b></p> <ul style="list-style-type: none"> <li>- Control all financial administration issues: solves problems, helps improve financial administration by developing tools, points out and corrects errors and problems, reports any major problem to the co-coordinator and seeks advice from the LAF when necessary.</li> <li>- Ensure a correct, smooth and efficient organisation of the financial administration, including the financial follow-up of the scholarships;</li> <li>- Supervise compliance with legal and administrative procedures and guidelines; this implies he/she studies, checks and reinforces financial guidelines and procedures of the Belgian Technical Co-operation and Ministry of Finance (for BTC management) in addition to the Palestinian regulations (for co-management), including the Specific Agreement, the TFF, the BTC quality handbook and any guidelines provided from Brussels HQ or Representation at Jerusalem, Palestinian legal texts.</li> <li>- Ensure all instructions received from the representation or BTC headquarters are correctly applied and followed and that the requests are met within the deadline.</li> </ul>	<p>S/he has :</p> <ol style="list-style-type: none"> <li>1)University degree in finance, business administration or business economics;</li> <li>2)Minimum 5 years' experience in financial management and programme administration;</li> <li>3)Management experience, and experience with an international organization or NGO;</li> <li>4)Very good hands-on knowledge of excel and word is a must. Other programs (Database, accounting programs) a strong advantage;</li> <li>5)Proficient in English and Arabic with good translation skills;</li> <li>6)Mature, good communicator and team player;</li> <li>7)Able to work under stressful conditions, flexible and willing to perform field missions.</li> </ol>

<ul style="list-style-type: none"> <li>- Update Administrative and Financial Manual, and ensure communication of new procedures to all admin/fin staff involved.</li> <li><b>2. Financial activity reporting</b></li> <li>- Final responsibility for timely production of FIT statements; provide guidance and supervision to the personnel working with the FIT statements.</li> <li>- Produce financial reports whenever requested following agreed format (e.g. for steering committees, division scholarships HQ), or develop customised formats for ad hoc reports (in Excel).</li> <li>- Make electronic back-up of final versions of financial reports</li> <li>- Consolidate the financial reporting received from Partner's Ministries in order to have a comprehensive and clear view of the whole programme.</li> <li><b>3. Budgeting and financial planning</b></li> <li>- Follow up and update of budget; Compare budget and planning with actual expenses; Provide monthly overview of budget balance to management and technical teams</li> <li>- Financial short-and long term planning; overall, yearly and quarterly (in cooperation with management and technical teams); monthly and weekly, in co-operation with accountant and financial administrator/logistics assistant</li> <li>- Overall management of bank and cash accounts, making cash calls on basis of the financial planning.</li> <li><b>4. Auditing, monitoring, consulting, training</b></li> <li>- Audit and analyse programme expenses monthly, report any inconsistencies or irregularities.</li> <li>- Control supporting accounting documents on quality and completeness, and follow up on corrections by the accountant.</li> <li>- Consult and monitor financial issues related to technical programme objectives (e.g. transfer of scholarship funds, accountability of beneficiaries and institutions)</li> <li>- Prepare and provide training on financial management for stakeholders</li> <li>- Preparing and assisting internal and/or external financial audit missions</li> <li><b>5. Any other tasks reasonably requested</b></li> </ul>	
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## 7.4 APPRENTICESHIP AND LOCAL PARTNERSHIPS



- Teachers, trainers, instructors      Chambers of Commerce and Industry      Human Resources Department
- Director, Heads of Department      "RUDS" (Regional Unit for Dual System) Egypt      Tutors, Mentors
- Monitoring Unit      Management and Liaison Office (Switzerland)      Managers, Heads of Department
- Placement Unit
- Small Enterprise and Self-Employment Incubator

## **7.5 PROGRAM SCHOLARSHIPS – NEW STRATEGY**

# **SCHOLARSHIPS PROGRAMME NEW STRATEGY**

## CONCEPTS

<p>Beneficiary Institution (BI)</p>	<p>Potential BI is:</p> <ul style="list-style-type: none"> <li>• Central administration</li> <li>• Decentralised or deconcentrated administration</li> <li>• An operational institution/organisation that is recognized by administration (including civil society)</li> </ul> <p>A Training Institute (TI) can also, in some cases, become a BI.</p>
<p>Organisational versus Institutional capacity development</p>	<p>We choose for ‘organisational capacity development’ rather than ‘institutional capacity development’ because the latter would lead us too far.</p> <p><b>For the difference between both, see the definition provided by Bossuyt (2001):</b></p> <p><i>“institutional development focuses on the ability or capacity of developing countries to design and implement development policies on their own in a sustainable way. This makes it clear that institutional development is a multi-dimensional concept, that calls for a systemic view on institutional performance. It is not just concerned with education, training or organisational strengthening. It also includes the overall environment, the pattern of formal and informal organisations, networks, culture, social structures and other factors that can affect institutional performance.”</i></p> <p><b>We also refer to a text of the UN: “Capacity Building is much more than training”</b> and includes the following:</p> <p>Human resource development, the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively.</p> <p>Organisational development, the elaboration of management structures, processes and procedures, not only within organisations but also the management of relationships between the different organisations and sectors (public, private and community).</p> <p>Institutional and legal framework development, making legal and regulatory changes to enable organisations, institutions and agencies at all levels and in all sectors to enhance their capacities</p>

Transfer of competencies	The 'highest' measurable form of effectiveness is the transfer of knowledge to the work place. This transfer depends on the motivation and desire of the participant, the climate in which he/she works and lives and the quality of training.
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## 1 LESSONS LEARNED: EVALUATION OF THE ANNUAL NON-PROJECT SCHOLARSHIPS PROGRAMME (2007)

On the initiative of BTC and with the agreement and financing of DGD, a programme evaluation was commissioned; South Research and BIEF conducted it in 2007. Below you can find a few quotations and the main conclusions and recommendations.

### 1.1 QUOTATIONS

“The selection procedure does not take into account the way the hosting institution would prepare the return of the scholarship holder and how the newly acquired competencies would be implemented and their value enhanced.” (ch. 6.5.1; p. 53)

“...individual capacity development does not automatically contribute to institutional capacity development. ... There are many indications that make us think that the results of the training have not been used optimally.” (ch. 7.2; p. 57)

“... in many cases, no systematic institutional development efforts were made: ... The institutions did not pay special attention to the reintegration process of the scholarship holder and undertook no specific action to benefit from his/her newly acquired knowledge and skills. In such situations, institutional development remains uncertain and depends on the desire and the motivation of the employer...” (ch. 7.2; p. 57)

“...Where the Beneficiary Institution was strongly involved in the process, there is a better chance of achieving an institutional impact.” (ch. 7.2; p. 57)

“It is ... less whether such an usually individual initiative is planned as part of an institution’s coherent capacity development policy and that these new capacities become part of an integrated competency transfer programme. ...There seldom is a well-thought-out and planned strategy for the integration of new capacities in the institution.” (ch. 7.2; p. 60)

“The obvious advantages of local scholarships have often been highlighted: the context is better suited, ties with the local environment are not severed, the social network remains untouched and the scholarship holders can contribute indirectly to the development of the local hosting instances.” (ch. 7.3; p. 61)

### 1.2 CONCLUSIONS AND RECOMMENDATIONS

1. Until now Belgium has not had a general policy pertaining to non-project scholarships... Such a policy would have to define what institutional capacity development is (relation between the individual, organisational and sectoral level) as well as its main objectives, its priority areas and the sectors (public, private, civil society) concerned. This policy could also be integrated in a broader policy for institutional capacity development, which should indeed become a new transversal theme for the Belgian Cooperation.
2. The programme must be redefined in such a way that it would become a really consistent

programme (including measurable objectives and results to be achieved) that is conceived for the country's institutional capacity development by means of higher education courses.

3. This principle may be put into practice differently in the 18 partner countries of cooperation.
4. It will be important to select the people, not just on the basis of their personal qualities, but also by their (potential, future) role in their organisation.
5. It will also be important to integrate the achievement of the scholarship in a longer process that includes a preparation stage and especially a follow-up phase during which the emphasis will be on the institutional integration of the training knowledge gained.
6. The programme will be able to promote a more 'institutional' approach by meeting the needs of certain local organisations in a more integrated way on the basis of their strategic institutional development plan. Such an approach includes a more systematic response to the needs of the organisation over several years.
7. The partner countries must be involved to a maximum in the development process of such a programme. This involvement will have to take into account the specific situation of the partner country.
8. In each country the programme must be integrated more systematically and comprehensively in the global five-year bilateral cooperation programme. The policy of awarding scholarships to the priority sectors of direct bilateral cooperation must be maintained.
9. The selection criterion for providing training in Belgium will have to be used more strictly and only if there is no valid alternative in the country/region of the scholar. If there is a good alternative in the region and depending on the training, priority will be given to local and regional scholarships.
10. Internship scholarships should be preferred (over academic scholarships) because they can easily provide a better and more appropriate answer to the needs of the institutions. Granting PhD scholarships must be based on more restrictive criteria.
11. It is necessary to develop monitoring and evaluation within the programme, both for the programme as a whole and for the countries. Also the development of a specific tool to monitor the scholarship holders for a relatively long time can be considered.
12. It is important to develop specific measures to capitalise on the Belgian investment through the programme, such as meetings for ex-scholarship holders and establishing networks of former scholarship holders.
13. To implement the recommendations more resources will be needed, both quantitatively and qualitatively (more targeted competencies such as the analysis of the training needs and the elaboration of training programmes/plans,...).

## 2 HISTORY OF THE ELABORATION OF THE NEW STRATEGY FOR THE SCHOLARSHIPS PROGRAMME

A joint BTC-DGD follow-up committee studied the results of the evaluation and used it as a basis for a new strategy.

### **2007/2008:**

Discussion about the evaluation and development of the broad lines of the new strategy (see Minutes December 2007: "*PV de la réunion DGCD/CTB suite à l'évaluation du programme annuel des bourses hors-projet de la coopération bilatérale directe*") with the following outcome:



- Work more with Beneficiary Institutions (BIs)
- Put more emphasis on capacity development of BIs

**2009:**

Political legitimacy for the new approach/strategy:

- The Cabinet and DGD start with the elaboration of a political note (not finished yet)
- BTC is the pilot for a situation analysis of all scholarships programmes of the various actors (finished)
- DGD is the pilot for a study about harmonisation between the various scholarship actors (finished)

**2010:**

Start of application of the new strategy:

A draft is made for an addendum to the third management contract to make the new scholarship strategy official. Due to the political situation (caretaker government) this addendum cannot be signed. Still, a few transitional measures are decided in joint agreement between DGD and BTC:

- Gradual introduction (formulation) of the new approach in the countries with a new ICP;
- Development of certain tools: standardised identification form, standardised Implementation Agreement (CMO), standardised Specific Agreement, TFF,...;
- Start of formulations with this new approach.

**2011:**

Sensitisation of all parties concerned (ResReps, Attachés and partner) about the challenges of the new approach.

Formulation of a new scholarships programme according to the new approach in five countries (Tanzania, Morocco, Peru, DRC, Senegal). Due to the political situation in Belgium (caretaker government) the Specific Agreements for these countries could not be signed. Yet, these countries are already strongly encouraged to do the selections under the general agreement in the concentration sectors and the concentration regions of their new ICP (following the philosophy of the new scholarships strategy).

**2012:**

There is still a need to explain and help to implement the new strategy, both inside Belgium (BTC, DGD) and with the partner.

Continuation of formulations and start of the implementation of the new programmes.

## 3 DESCRIPTION OF THE NEW SCHOLARSHIPS STRATEGY/APPROACH

### 3.1 PRESENTATION

The new scholarships strategy was designed to achieve a more sustainable (see ch. 3.1) and more coherent Belgian bilateral approach in the various partner countries.

The new strategy is gradually being implemented as new ICPs are signed. At the request of the partner,

in certain countries, the new strategy will continue to be combined with existing “open scholarship”<sup>57</sup> (see ch. 3.9).

In the ICP and further in detail in the formulation it will be determined country by country how the scholarships programme will be set up in each specific context.

### 3.2 CORE OF THE NEW APPROACH: SUSTAINABILITY

The new approach wants to emphasise **long-term investments** and **sustainable capacity development**:

- In every country the scholarships programme is turned into a **multi-year programme** (with a Specific Agreement that runs for several years);
- The programme should overlap **three ICPs**;
- The scholarships will be awarded by priority **to the sectors and intervention zones of the ICP** of the country concerned;
- Upon request of the partner country one **exit strategy sector** can be added;
- **For certain countries** (e.g., MICs) and upon request of the partner, an **extension** to non-concentration and/or non-concentration regions is possible.
- There will be more attention paid to **involving the partner country** during selection and the programme must **align with the national sector strategies for capacity development** as far as possible (if such strategies are existing or available);
- Both for “open” scholarships and for “organisational” scholarships (see below) **more attention** will go to the **post-training period** (coaching and monitoring of what happens with the person and the newly acquired competencies, alumni relations, etc). In this case the initiative must be taken by the organisation, with possible support of BTC.
- Under certain conditions non civil servants (NGOs, private sector, etc.) can also be considered for scholarships (open system).

### 3.3 A NEW TYPE OF SCHOLARSHIP: THE ORGANISATIONAL SCHOLARSHIP

**Organisational scholarship:** The Beneficiary Institutions (BIs) are selected by the Scholarships programme (BTC + partner country) during formulation and updated during implementation (JLCB); the BIs belong to the concentration sectors and are preferably situated in the concentration regions of the ICP. The BIs propose individual candidates on the basis of pre-determined criteria and as part of a training plan.

#### Remark 1:

Especially during the **transitional phase** to the new approach there will still be “**open scholarships with individual candidates**”: for this, the Scholarships programme will launch a general call to potential individual candidates who do not have to belong to an organisation/institution (e.g., recent graduates). These ‘open’ scholarships must from now on also meet the general sustainability criteria (see 3.1 above).

#### Remark 2:

Certain **countries (e.g., MICs)** will still be able to award ‘open scholarships’ after the transition phase, provided that the partner justifies the request.

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<sup>57</sup> Open scholarship: scholarship still implemented as in the old scholarships program, with open application from an individual. Not from an institution.

### 3.4 STRENGTHENING ORGANISATIONAL CAPACITY

Organisational scholarships become concrete:

- On the basis of pre-defined and transparent criteria, **Beneficiary Institutions (BIs)** are chosen within the concentration sectors (in TFF and during execution via the JLCB).
- **Needs assessment** of the organisations and development of a **training plan**: The scholarships are granted to individuals within the organisations on the basis of a clear request of the organisation. BIs that want to, can rely on the Scholarships programme to help them with their *needs assessment* and to draw up a training plan on the basis thereof. Such assessment can be conducted on the basis of the open systems model (see Annexe 1). Preferably using existing local strategies, methodologies and plans that have already been drawn up.
- On the basis of pre-determined and transparent selection criteria organisations propose individuals for a scholarship to attend training. The training asked is part of a training plan of the organisation.
- **Transfer of know-how and competencies by the individual to his/her organisation**: The scholarships programme will work with the BI to come to a more effective and sustainable transfer of know-how to (part of)<sup>58</sup> the organisation. This will be achieved among other things by concluding a contract between the scholarship student and his/her organisation, which includes the mutual commitments (see annexe 2); by concluding a contract between the BI and the Scholarships programme, which includes the mutual commitments (see annexe 2); and by supporting internal workshops within the organisation.
- The transfer of know-how and competencies will also be followed up by **monitoring the organisational performance of (a part of) the BI (possibly with the help of BTC)**.

### 3.5 TWO TYPES OF TRAINING, VARIOUS TOPICS

There are two main types of training: **short-term (less than 6 months) and long-term training (longer than 6 months)**.

In the new approach, there will be beside **short-term training** (priority within the organisational approach) also long-term training and PhDs are possible.

Training can be **set up in various ways**:

- Traditional education (in classes or academic training)
- On-the-job training
- Distance learning
- Workshops
- Group training
- Internal training
- Peer learning
- Internships
- Conferences and seminars
- Study tours

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<sup>58</sup> Part of the organisation = unit, service, department from which the scholarship holder originates. The Scholarships programme will concentrate on the follow-up of strengthening parts of an organisation rather than on the impact on the organisation as a whole.

- etc.

Training can be provided **on various sites**. Taking into account the context of the partner country for long-term training, the choice is either between local and regional training or training in Belgium (Europe). If necessary, international expertise can be contracted to organise this. Local and/or regional training institutes are preferred for short-term training. If the required training institutes are active neither locally nor regionally, training in Belgium or other European countries can be considered (so study tours, international exchanges, specific education/training, etc. remain possible).

Training can pertain to **various topics**:

- Technical training;
- Management-related training;
- Training about policy and planning;
- Training about monitoring and evaluation;
- Etc.

Existing **financial standards** for the various countries and for the various types (short and long-term training) must be respected.

**As part of the new strategy scholarships will be awarded first:**

- In the ICP concentration zones
- In the ICP concentration sectors
- To training curricula based on a needs analysis that is part of a capacity development plan of the BI (which is preferably drawn up following the partner country (sector) methodology/strategy)
- **To short-term curricula** and local or regional curricula

### 3.6 COMPLEMENTARITY WITH OTHER PROGRAMMES FOR CAPACITY DEVELOPMENT

Since training is only one of the aspects of capacity development, the 'scholarship' interventions must develop synergies with the other interventions and in some cases be complementary to them.

When seeking synergies with other BTC interventions, the ICP sectors and zones are preferred. Otherwise, synergies must be sought with other donors who operate with the same partners in the same intervention sectors and zones.

Division of labour must be sought with the other actors operating in the same area in order to avoid double usage. This applies, for instance, to university cooperation.

This programme should also aim at targeted people/groups (internal/external interaction) that could drive the change in the structures (BIs), themes and sectors concerned by the ICP through an analysis and prioritisation of needs with the 'training engineering' tool. For instance, in certain situations where civil society could be a driver of change, the programme could provide civil society with the appropriate resources for training.

### 3.7 EXECUTION MODALITIES

Currently, we choose to execute the Scholarships programme under state management ('régie') for procurement (Belgian legislation) and financial management (double Belgian signature for all

payments).

For the operational and technical orientation of the programme everything is decided and implemented in partnership with the local partner.

### 3.8 POINTS OF ATTENTION

With the new approach the scholarships programme wants to reach **more people**. This is how this can be done:

- Providing training for the various levels of an organisation (and not just for management),
- More emphasis on short-term training,
- Mixing various types of training.

The new scholarships programme wants to emphasise **quality** more strongly:

- When a programme starts, an **assessment** must be conducted of the existing and known **offer** within the concentration sectors; to get to know the offer better, also a market study can be conducted. On that basis certain training providers can also become a beneficiary institution;
- Every training must be thoroughly **evaluated** on the basis of standard evaluation forms, by the scholarship student as well as by the BI and the training institution;
- Extra attention will go to a **qualitative formulation of needs**: The scholarships programme will support the BI with drawing up qualitative Terms of Reference (in accordance with the content and procedures in force) for the training needed. This can be done by the management team of the Scholarships programme itself, by TAs who work in the sector or by hiring ad hoc (local or international) expertise.

The BIs must act **pro-actively**. The Scholarships programme will provide information about the content of the programme and about possible training but the demand for support must come from the BIs.

The programme will aim at a better **gender balance** of the selected individuals (the goal is still a 50/50 share of scholarships for men and women). Besides, the scholarships programme will also **mainstream the gender theme** in the activities of the logical framework and the effects of the training on gender issues in the BIs will be monitored.

**Raising awareness and providing information** about the new strategy to all (Belgian and partner) actors concerned remains necessary.

#### **Bilateral versus university cooperation:**

The goal is to have bilateral cooperation focus more on short-term training (also for 'open scholarships'), professional training and organisational capacity development.

In certain specific situations (e.g., MICs) PhDs and masters can be financed bilaterally on the condition that the request comes from the partner country. Bilateral cooperation will certainly not finance scholarships that aim at strengthening universities (scientific research, etc.). This must be done and developed in the VLIR-CIUF country programmes under university cooperation.

### 3.9 OPEN SCHOLARSHIPS

In certain countries (e.g., MICs) and upon explicit request of the partner country, the existing system of 'open scholarships' can remain **BESIDE** the new strategy. This means:

- A general call by the Scholarships programme for potential individual candidates who do not have to belong to an organisation/institution (e.g., recent graduates);

- Priority is given to candidates from the concentration sectors and regions but the possibility remains to award scholarships to other sectors and regions;
- Priority is given to short-term training, but also long-term training (preferably masters; exceptionally PhDs) are still possible, depending on the country.

From now on, this system will have to meet sustainability criteria (see chapter 3.1).

The country-specific approach will be specified when the ICP is being drawn up and more in particular during **formulation** of the programme.