

TORINO PROCESS SYSTEM MONITORING REPORT: JORDAN (2023)



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This Torino Process monitoring was carried out in partnership with national authorities, experts, and stakeholders in Jordan under the coordination of Mr Ayman Alwreikat, national coordinator of Jordan for the 2023 round of the Torino Process and Director of Accreditation and Quality Assurance Directorate at the Technical and Vocational Skills Development Commission of Jordan.

The European Training Foundation (ETF) wishes to thank the national authorities of Jordan, in particular Mr Ayman Alwreikat, and all national stakeholders for their invaluable contribution and the provision of the accurate and extensive information in support of this monitoring exercise.

This monitoring report was prepared by a team led by Mihaylo Milovanovitch, Senior Human Capital Development Expert and Coordinator for System Change and Lifelong Learning at the ETF. The report follows a proprietary monitoring methodology developed by the same team and is based on evidence collected, processed, analysed, and verified by the ETF and by national stakeholders in Jordan under the overall coordination of Mr Ayman Alwreikat, with support by Ms Ghada Salem as national Torino Process expert for Jordan.

KEY TAKEAWAYS

- **Scope of system performance monitoring:** The Torino Process monitoring covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C.
- **Access and attractiveness:** The VET system in Jordan is effective in providing and supporting access, albeit performance is influenced by the age of learners. Initial VET programmes demonstrate widespread accessibility with a focus on successful progression and graduation. CVET too is well-regarded among adult learners, setting Jordan apart from countries where CVET might be less embraced. However, the appeal and availability of CVET are comparatively limited, suggesting potential gaps in meeting the needs of adult learners beyond VET. The limited permeability between learning pathways poses a challenge. Transitioning from VET to higher levels of education is difficult as well, contributing to a perception that VET in Jordan presents a constrained choice for educational career prospects.
- **Quality and relevance:** Jordan is working to enhance the provision of high-quality basic skills and key competences to young students in VET, but performance in support of quality and relevance of learning is still below average. Adults and adult learners in Jordan are more likely than their young peers to possess the skills and competences needed by the economy. The employability prospects of VET graduates are high, suggesting strong demand for skills despite lower-than-desired learning outcomes for youth in VET. The strong connection between the world of work and learning and effective career guidance further contributes to employability. Jordan prioritizes themes related to the green transition in its curricula but falls behind in giving due emphasis to the digital transition. Despite this, the VET system demonstrates noteworthy responsiveness to current labour market needs, showcasing its ability to adapt to evolving economic demands.
- **Excellence and innovation:** VET in Jordan is prioritising excellence in various key domains of policy and practice, but there is also room for improvement, for instance in the area of pedagogy and professional development of teachers and trainers. While there is a commendable effort in promoting excellence in social inclusion and equity, further efforts are needed to identify and promote best practices that support fair treatment for all individuals in the VET system, irrespective of their social or economic background. The VET system is generally somewhat less open to innovation than VET in other countries, on average, except in the area of fostering innovation in support of labour market relevance. The average-level performance regarding systemic innovation in the quality of learning and training indicates that there may be potential limitations in the receptiveness of VET to novelties in teaching practices and learning strategies.
- **System management and organisation:** Quality assurance is an area of relative strength due to the presence of detailed, robust mechanisms to track the quality of education and training. The professional capacity of staff in leadership positions in VET is reported as being high, which may be indicative of a significant level of development and empowerment of school leaders in Jordan. Furthermore, the monitoring data suggest the presence of comprehensive governance arrangements in support of broad involvement of VET stakeholders in decision-making processes. The adequacy of financial and material resources is relatively high, but there may be varying stakeholder perceptions about resource availability and use which may diverge from this result. A relative weakness lies in the availability and management of human resources, indicating potential shortages in the supply and management of essential personnel for effective VET system operation.
- **Quality and reliability of monitoring evidence:** An above average share of monitoring results for Jordan are based on internationally comparable evidence. This means that Jordan has significantly more internationally comparable information on the performance of its VET and lifelong learning systems than other countries in the Torino Process, on average. The monitoring results of Jordan for 2023 are also at somewhat lower risk of bias than the results of other countries, on average. Jordan also tends to self-assess the performance of its VET and lifelong learning systems more critically than other countries in this round of Torino Process monitoring.

1.1 Focus and scope of monitoring

This report summarises the results of monitoring VET system performance in Jordan, initiated in the context of the Torino Process and completed in the course of 2023.¹ “Performance” describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL). “VET system”² refers to the network of institutions, people, policies, practices, resources, and methodologies in a country and the way in which they are organised to provide individuals of any age with the practical skills, knowledge, and competencies needed for specific occupations, trades, or professions.

The focus of monitoring is on the contribution of initial and continuing VET (IVET and CVET) to the learning activities of youth and adults in any learning setting (formal and non-formal), undertaken to improve their knowledge, skills, competences, and qualifications for personal, social and/or professional reasons. The purpose of the Torino Process monitoring exercise is to provide decision-makers, practitioners, and stakeholders with a reliable basis for informed decisions about policy improvement, resource allocation, strategy design, and follow-up analysis in support of lifelong learning.

This monitoring report was prepared against the backdrop of aspirations and strategic plans articulated in the 'Jordan National TVET Strategy 2023-2027'.³ The strategy envisions Jordanian education and training institutions as transformative environments that cultivate intellectual prowess, workforce proficiency, and productive capabilities. Thus, this monitoring effort assesses how well the current VET system aligns with these aspirations, identifying areas of strength and those requiring attention.

The monitoring framework which underpins this report covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C. Within these areas and their dimensions, the Torino Process tracks a total of 30 system deliverables (outcomes)⁴ - the extent to which they are being delivered and how equitably they are distributed to thirteen groups of learners according to age, gender, socio-economic background, labour market and migration status, and typical learning setting.

The monitoring provides information in the form of a system performance index (SPI) for each of these outcomes and learner groups they serve, to a total of 82 indices per country.⁵ The SPIs can range from 0 to 100, where 100 indicates maximum or best performance. The indices describe VET system performance in formal and non-formal learning settings for youth and adults, females and males, disadvantaged learners, long-term unemployed jobseekers, economically inactive populations, and first-generation migrants.

This report showcases a selection of key monitoring results based on those indices, as follows: overall performance by broad monitoring dimension (Section 2.1), performance by specific area and

¹ The Torino Process is a multiannual review of vocational education and training (VET) in countries in East and South-East Europe (including Turkey), Central Asia, and the South and East Mediterranean region, which the ETF is carrying out in partnership with countries in these regions on a regular basis since 2010. For more information see <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>

² This report may use “VET”, “VET system”, and “system” interchangeably.

³ See <https://tvsc.gov.jo/wp-content/uploads/2023/12/National-TVET-Strategy-Final-EN.pdf>

⁴ Further in the report “outcomes” and “deliverables” are used interchangeably.

⁵ In rare cases where evidence is missing, the number of SPIs for a country can be lower.

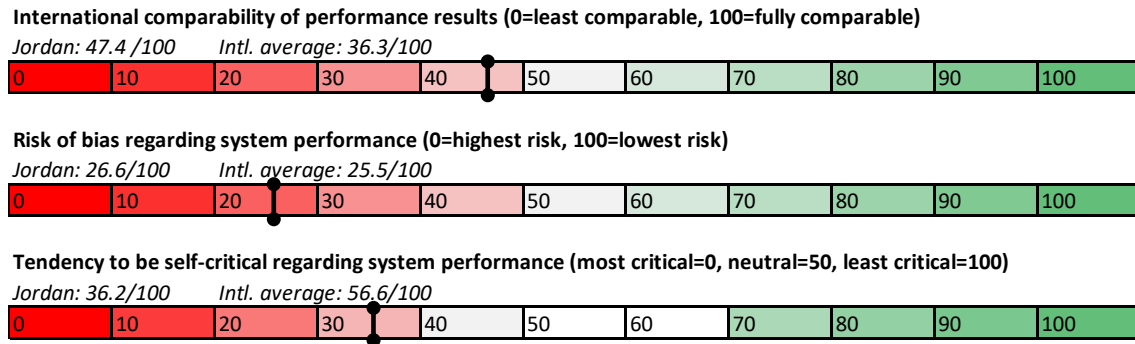
system deliverable (Section 2.2 and subsections), and performance in support of specific groups of learners (Section 2.3). The report also provides an international average score⁶ for these results for reference purposes, and, where relevant, it showcases disaggregated data used to calculate the system performance indices and information provided by national authorities through the monitoring questionnaire. Links to the full dataset for Jordan, the questionnaire, the Torino Process monitoring framework, and methodology can be found in the third and final section of this document.

1.2 Comparability and reliability of monitoring data

The evidence for this monitoring report was collected and analysed in several steps from September 2022 until September 2023. After an initial round of collecting internationally comparable indicators for each of the system outcomes and learner groups covered by the monitoring framework, the ETF compiled a supplementary questionnaire for national authorities and stakeholders in Jordan to gather information about outcomes and groups of learners for which such indicators were missing. The responses to the questionnaire were quantified and integrated with the rest of the monitoring data into a repository of mixed evidence, which was then used to calculate the system performance indices presented in this report.

In addition to messages about system performance, the monitoring delivers information also about the international comparability of results of each country, the extent to which these results may be susceptible to bias, and how self-critical a country is when it reports about its policy and system performance for external monitoring purposes. This is possible because the monitoring methodology foresees keeping accurate records about the availability, origin and type of evidence used to calculate the 82 performance indices and corresponding results for each country, including Jordan.

FIGURE 1. COMPARABILITY AND CONSISTENCY OF MONITORING RESULTS: JORDAN (2023)



An above average share of monitoring results for Jordan are based on internationally comparable evidence. This means that Jordan has significantly more internationally comparable information on the performance of its VET and lifelong learning systems than other countries in the Torino Process, on average. Less than a quarter of all countries in the Torino Process sample demonstrate a similarly high degree of comparability of system performance findings.

⁶ “International average” refers to the average for countries participating in the Torino Process. At the time of preparation of this monitoring report, the evidence collection for some countries was still ongoing. As additional countries complete the monitoring exercise, the international averages shown in this report may change.

The monitoring results of Jordan for 2023 are also at somewhat lower risk of bias than those of other countries in the Torino Process, on average (second horizontal scale in Figure 1). In addition, Jordan tends to self-assess the performance of its VET and lifelong learning system more critically than other countries in this round of Torino Process monitoring, on average (third horizontal scale in Figure 1).

2. MONITORING RESULTS: JORDAN

2.1 Policy and system performance in 2023: overall results

This chapter analyses Jordan's VET system across eight dimensions: access, participation, quality, relevance, innovation, system management, resource allocation, and governance. The data reveal performance in governance, quality assurance, and resource management, which is stronger than the international average. However, the receptivity of the VET system to innovation can be further improved. While Jordan demonstrates strengths in providing accessible and high-quality education and training, there are substantial disparities in participation rates and program attractiveness between IVET and CVET programmes. This underscores the necessity for increased effort and adaptation to meet evolving labour market and socio-economic demands.

The Torino Process monitoring draws on multiple, often disparate, information sources and data. To facilitate a quick, efficient, and focused communication of key messages despite the diversity of information collected, the reporting of monitoring results aggregates the evidence in ways which facilitate a quick overview of system performance without sacrificing too much detail.

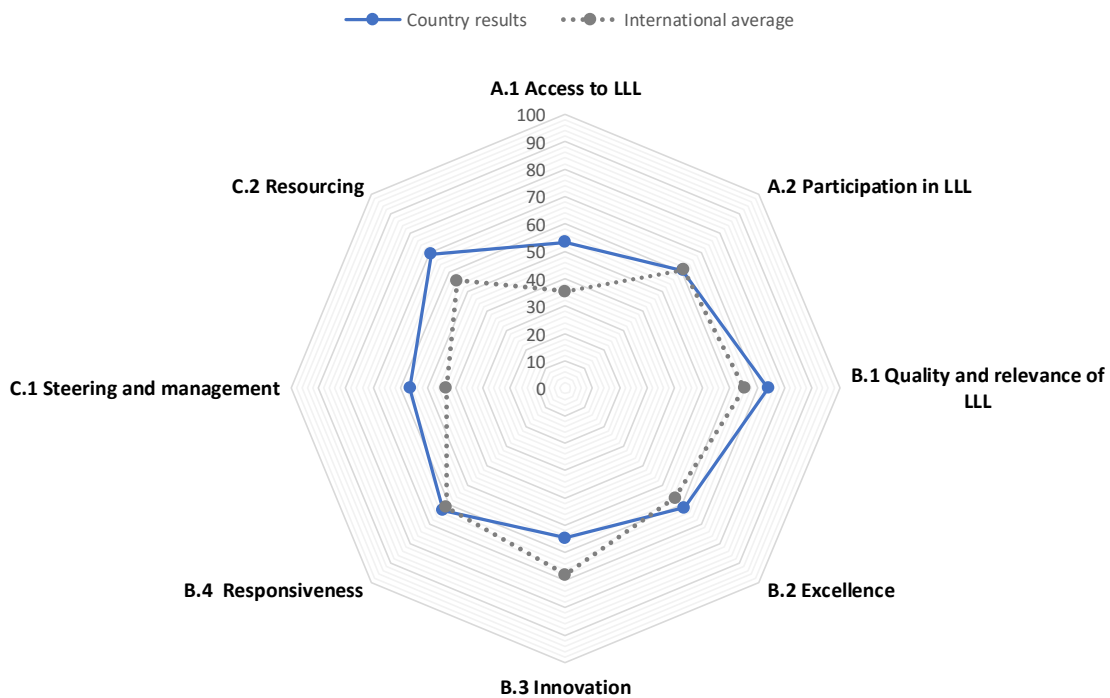
TABLE 1. POLICY AND SYSTEM PERFORMANCE MONITORING DIMENSIONS

No.	Dimension	Description
A.1	Access to learning	This dimension captures the degree to which initial VET (IVET), continuing VET (CVET), and other adult learning opportunities to which VET could contribute, are accessible and attractive for learners irrespective of who they are and why they wish to engage in learning.
A.2	Participation in learning	This dimension captures the likelihood of VET learners to survive and thrive in the education and training system by looking at its vertical and horizontal permeability, that is whether learners can switch between general and vocational pathways and between formal and non-formal learning, as well as whether they complete their learning.
B.1	Quality and relevance	This dimension captures the extent to which learners in IVET and CVET are provided with basic skills and key competences, whether their learning has exposure to, and is relevant for, employment, and also whether they are provided with adequate career guidance.
B.2	Excellence	This dimension captures the presence of system-wide policies and measures to promote highest quality practices and results in teaching and training, content design and provision, governance and VET provider management, and equity and social inclusion.
B.3	Innovation	This dimension captures the presence of innovative practices and priorities on system level in the areas of access to learning, support for successful completion of learning, and quality of learning and training outcomes.
B.4	VET system responsiveness	This dimension captures the extent to which curricula for youth and adults consider themes of significance for sustainability, climate change awareness, and digitalisation, as well as whether the IVET and CVET systems are responsive to labour market needs, demographic changes, and socio-economic developments.
C.1	Steering and management	This dimension captures the availability of evidence for informed decision-making, the degree to which governance of VET is participatory, the presence and transparency of quality assurance arrangements, the quality and capacity of staff in leadership positions, and the degree of internationalisation of IVET and CVET.
C.2	Resourcing	This dimension captures the adequacy and efficiency of human and financial resources in IVET and CVET, and the extent to which the material base for learning and training is adequate, that is – conducive to effective teaching, training, and learning.

The eight monitoring dimensions mentioned in the previous section are the top layer of reporting in this respect. They capture VET system performance in various domains, the selection of which is aligned with national and international country commitments and reform and development priorities concerning learning. These eight dimensions are described in Table 1.

The monitoring results for Jordan depict a VET system that is generally aligned with the performance of other countries in the Torino Process sample, on average, with particular strengths in supporting access to opportunities for learning, which also deliver better than average quality and relevance of skills and performance in the domains of system management and resourcing. There are also areas in which there is room for improvement, such as openness to novelty and innovation.

FIGURE 2. INDEX OF SYSTEM PERFORMANCE BY MONITORING DIMENSION, JORDAN AND INTERNATIONAL AVERAGE (2023)



Theoretical⁷ index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

In more specific terms, VET in Jordan appears more accessible and attractive than VET in other countries on average (Dimension A.1, SPI of 53), although performance in this domain remains only mid-range and there are substantial disparities between IVET and CVET in this respect, as will be

⁷ The Torino Process makes a distinction between theoretical (full) index range and index range used for reporting purposes. For reporting purposes, rare instances of extreme values on the low end (SPI < 10) and on the high end (SPI > 90) of the index scale are truncated at the upper (10) and lower (90) decile end. This means that the reporting does not discriminate SPI values below 10 and above 90. The international average, on the other hand, is calculated using the full range of the index.

discussed later. The likelihood of learners in Jordan progressing and graduating successfully is on par with that of learners in other countries, on average (Dimension A.2, SPI of 61).

Learners can also expect education and training of quality and relevance surpassing that offered by other countries on average, enabling the acquisition of basic skills and key competences that are pertinent to employment, along with adequate career guidance (Dimension B.1, SPI of 74). The presence of system-wide policies and measures promoting high-quality practices in teaching and training, content design, and governance, further enhance the overall learning experience (Dimension B.2, SPI of 62).

However, the monitoring data also suggest that the VET system is less receptive to innovative practices at the system level in various domains of VET operation (Dimension B.3, SPI of 55). On the other hand, the curriculum is responsive to forward-looking themes such as sustainability and climate change awareness, and more often than not, it is aligned with developments in the labour market (Dimension B.4, SPI of 63).

Unlike in many other countries, where steering, management, and resources in VET are areas of mid-range performance, in Jordan these domains of monitoring exhibit stronger results, driven by better than average outcomes in a range of areas such as participatory governance, quality assurance, and resource management (Dimensions C.1 and C.2, SPI of 57 and 69 respectively).

2.2 Policy and system performance in specific areas of monitoring and against specific outcomes

VET performance in Jordan in the eight monitoring dimensions presented above is driven by 30 policy and system outcomes. It is through these outcomes that the IVET and CVET subsystems work to meet the needs and expectations of stakeholders, particularly of youth and adult learners. This section of the monitoring report presents findings about system performance on the level of these deliverables.

To facilitate reading and the navigation of content, the section groups the presentation of the 30 outcomes by the three major areas of commitment to learners, which were introduced in the first section of this report: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). Reporting in Area B, the largest by the number of outcomes, is divided into B (1) and B (2).

2.2.1 Area A. Opportunities for lifelong learning: access and participation

This section evaluates the access and attractiveness of VET in Jordan system across two monitoring dimensions: access/attractiveness and participation, which feature a total of six policy and system outcomes. While the VET system provides broad access, particularly to initial vocational programs, challenges persist in making CVET programmes appealing, especially for older learners beyond typical enrolment ages. Disparities between high enrolment and lower completion rates indicate issues with learner support in CVET and some IVET programs. Furthermore, the VET pathways are rigid, which may hamper the transition of learners to higher levels of education and underscores the need for more flexible and integrated approaches. Flexibility is essential in enhancing the overall effectiveness and attractiveness of opportunities for lifelong learning.

In Area A (Access and participation in opportunities for LLL), the Torino Process tracks the first two monitoring dimensions presented in Section 2.1 – access/attractiveness and participation, with six system outcomes (Table 2).

**TABLE 2. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA A: ACCESS AND PARTICIPATION**

Code	Deliverable (outcome)	Description
A.1.1	Access and attractiveness: initial VET	This outcome captures the degree to which initial VET is an attractive educational choice in comparison with other learning alternatives, and whether that choice is accessible to various target groups of learners.
A.1.2	Access and attractiveness: continuing VET	This outcome captures the degree to which continuing VET is an attractive choice in comparison with other skills development alternatives, as well as whether that choice is accessible to various target groups
A.1.3	Access to other opportunities for LLL	This outcome captures access to other opportunities for lifelong learning not covered by outcomes A.1.1 and A.1.2 and VET, such as active labour market policies (ALMPs)
A.2.1	Flexible pathways: vertical permeability	This outcome strives to capture the vertical permeability of the education and training system vis-à-vis initial and continuing VET, understood as possibility for transition between consecutive tracks of education and training (general and vocational).
A.2.2	Flexible pathways: horizontal permeability	This outcome strives to capture the horizontal permeability of the education and training system vis-à-vis initial and continuing VET, understood as the possibility for transition between parallel tracks of education and training (general and vocational), and between formal and non-formal learning settings
A.2.3	Progression and graduation of learners	This outcome refers to the degree of success (graduation, progression) of learners in VET, for instance in comparison with other education and training alternatives

These outcomes include access to IVET, CVET, and other opportunities for lifelong learning, the vertical and horizontal permeability of the VET system, as well as the prospects of learners in IVET and CVET to graduate and - where relevant – progress to subsequent levels of education and training. The outcomes included under Area A are defined in Table 2.

According to information provided by national authorities, the VET system in Jordan is rather effective in meeting the educational and vocational needs of its population, but the data also suggests that there are areas requiring attention.

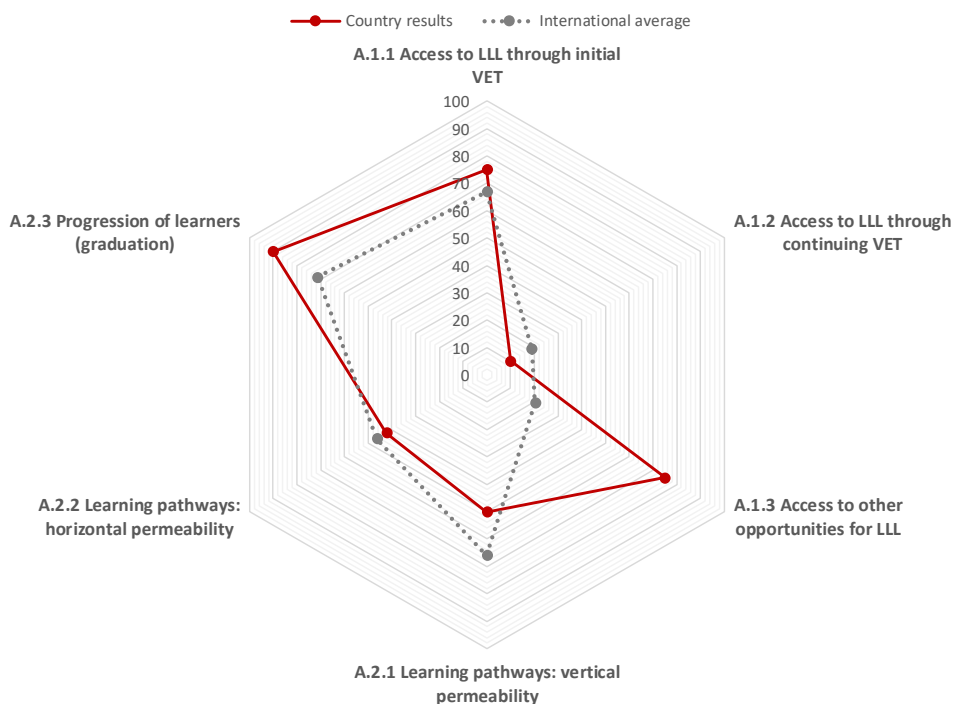
The VET system provides widespread accessibility to initial VET programmes (Outcome A.1.1). VET programs are offered to students in vocational schools operated by the Ministry of Education for students aged 16-18. Students at age 16 can enrol in VET programs in Vocational Training Institutes (VTIs) or finish high school and pursue further training at vocational training institutes supervised by the Vocational Training Corporation (VTC), which operates 35 institutes across all governorates in the country.

Despite good results in this domain in international comparison, and despite efforts to enhance accessibility through public agencies, national authorities report that still much remains to be done regarding the attractiveness of VET in Jordan. The perception of VET being linked to disadvantaged populations or those with weaker academic performances persists. While there have been slight shifts in recent years due to socioeconomic dynamics, VET is still considered a last resort for many Jordanians in their academic and career choices.

Learners who opt for VET – whether initial or continuing – can expect to progress and graduate successfully (Outcome A.2.3, SPI of 90). However, this positive result is aggregate and masks important nuances. While it is indicative of the various strategies employed by VET providers to ensure the successful completion of programs, there are also instances of disparities between high enrolment figures and lower completion rates, of which the VTC reports. The most notable discrepancies are observed in CVET and certain IVET programmes. Addressing instances of discrepancies could involve a closer examination of the factors influencing enrolment and completion, allowing for more targeted interventions to enhance the overall effectiveness of the VET system in Jordan.

In contrast to these strengths of IVET, the availability and appeal of CVET is much less pronounced (Outcome A.1.2). This is an indication that CVET may not be contributing its full potential to the needs of prospective learners who are past the typical age of enrolment in IVET programmes and may have begun their working life. Part of the challenge is structural and concerns the limited flexibility of learning offers and pathways within these offers. The permeability between learning pathways (general and vocational) is limited, as shown in the results for Outcomes A.2.1 and A.2.2 in Figure 2.

FIGURE 3. PROMOTING ACCESS AND PARTICIPATION IN OPPORTUNITIES FOR LLL - INDEX OF SYSTEM PERFORMANCE, JORDAN AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

Specifically, system performance in support of VET graduates who wish to continue their education on subsequent level in general education is also mid-range and below the average for other countries (Outcome A.2.2, SPI of 50), possibly because the system is set-up in a way which limits the possibilities for such a transition in the first place. A horizontal transition from a VET pathway to a parallel general education pathway is even more unlikely and difficult, as attested by an SPI result of 42. The data suggests that, unlike in other countries, for many learners in Jordan VET is a rigid, “dead-end” choice in terms of educational career prospects.

National authorities describe that, in terms of set-up, the Jordanian system provides students from vocational streams certain possibilities to gain access to post-secondary education. In fact, approximately 25% of graduates from MoE vocational streams enrol in community colleges, and around 20-25% of diploma graduates from community colleges can advance to degree programmes.

However, authorities also report that the current system faces challenges in being fully responsive to bridging requirements that would facilitate upward movement within the education system. Although these pathways are recognized as a priority, they have neither been adopted nor operationalised.

Additionally, graduates from initial and continuing Vocational Education and Training (VET) can return to the education system under the MoE as "returners," as per MoE instructions and regulations from 2006, but there is no specific mention of IVET or CVET, or any admission requirements.

Notably, CVET and IVET learners are not recognized in non-tertiary or tertiary systems except within the learning offer provided through the VTC (Vocational Training Corporation). This is part of a bigger problem of fragmentation of the learning offer, which is characterized by a high degree of centralisation in decision-making, control, and regulations within the relevant Ministries responsible for each HRD sub-system. However, there is relatively limited coordination between Ministries, inhibiting the responsiveness of the HRD system to the needs and expectations of learners. Cross-cutting issues around access are not addressed in coordinated ways, resulting in a system of fragmented silos rather than seamless transitions.

System performance in support of engagement with other forms of lifelong learning beyond VET, such as those offered through active labour market policies (ALMPs), on the other hand, is more streamlined and stronger (Outcome A.1.3, SPI of 75). This sets Jordan apart from many other countries where this segment of learning provision is not as embraced or available. Opportunities for learning through Active Labour Market Policies (ALMPs), in-company training, and ISCED5 programs are available and accessible to the working-age population and the current national employment schemes heavily rely on these programs to facilitate job seekers in securing employment.

National authorities indicate that these learning options are attractive to a majority of job seekers in the working age bracket. However, it remains unclear how these programs can be seamlessly integrated into the wider National Qualifications Framework (NQF) system in Jordan, thereby gaining recognition as an integral part of the lifelong learning journey.

2.2.2 Area B (1). Lifelong learning outcomes: quality and relevance

This section describes the policy and system performance in VET in Jordan in the domains of quality, relevance, and responsiveness of VET. The findings suggest that, despite high employability rates for VET graduates, the system struggles to provide young students with basic skills. Adults are more likely than their younger peers to possess skills of relevance for employment. The section highlights the need for improved methods of assessing learning, and for greater integration of green and digital themes in VET curricula. This is essential for aligning VET outcomes with employer needs. The section also emphasizes that collaboration with industry as well as work-based learning initiatives are essential for successful adaptation to the evolving economic realities in the country.

In the first part of Area B (Quality and relevance of LLL outcomes), the Torino Process follows another two of the dimensions presented in Section 2.1, namely quality/relevance and responsiveness of VET, with a total of eight policy and system outcomes.

These outcomes cover the quality of learning of youth and adults in VET in terms of key skills and competences, the exposure of learners in VET to the world of work, the employability of graduates from IVET and CVET, the availability of career guidance for them, as well as the relevance of learning and training content in VET. Under relevance, the monitoring records the responsiveness of the VET programme offering to demographic, labour market, and socio-economic developments, as well as the inclusion in VET curricula of themes pertaining to the green and digital transition. The outcomes included under Area B (1) are defined in Table 3.

**TABLE 3. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA B (1): QUALITY AND RELEVANCE**

Code	Deliverable (outcome)	Description
B.1.1	Key competences for LLL, quality of learning outcomes	This outcome captures the extent to which the education and training system succeeds in the provision of basic skills and key competences for learners in formal education (including IVET), as defined in regular international surveys and international assessments
B.1.2	Adult skills and competences	This outcome captures the extent to which adults in working age dispose of basic skills and key competences, as captured by regular international surveys.
B.1.3	Links between learning and the world of work	This outcome reflects the pragmatic relevance of IVET and CVET programmes through the lens of participation in work-based learning (WBL) and the share of programmes with outcomes/objectives that include a WBL component
B.1.4	Employability of learners	This outcome refers to the labour market relevance of opportunities for LLL as captured through evidence of labour market outcomes of graduates from IVET, CVET, and other forms of LLL with a VET component
B.1.5	Opportunities for career guidance	This outcome strives to capture the timely availability of up-to-date information about professions and education programmes, which information allows prospective and current students in VET to take informed decisions concerning their education and employment paths
B.4.1	Relevance of learning content: green transition	This outcome captures the extent to which curricula for youth and adults consider themes of significance for sustainability and climate change awareness, including “green skills” for sustainable economies
B.4.2	Relevance of learning content: digital transition	This outcome tracks the extent to which curricula for youth and adults incorporate themes concerning digitalisation, and the extent to which learners are provided with basic digital skills as a result
B.4.3	Responsiveness of programme offering	This outcome captures the degree and speed of responsiveness of initial and continuing VET systems to the needs of the labour market and to other changes concerning demography and socio-economic developments

The monitoring data shows that at the time of this monitoring round, Jordan was still catching up with the provision of good quality basic skills and key competences to young students in VET compared to other countries in the Torino Process sample (Figure 3, Outcome B.1.1). The relatively modest SPI score of 34 in this domain of monitoring is in line with the results of major international assessments such as OECD’s Programme for International Student Assessment (PISA). They show that the basic competencies of students in general education and VET in Jordan in reading, mathematics, and science are below international average, and also that the country has a smaller proportion of students who perform well compared to other countries.⁸

National assessments of student learning deliver a similar message. In Jordan, the evaluation of student performance in VET relies on national exit tests that gauge both theoretical knowledge and practical skills. Despite reservations about the reliability of certain testing arrangements, such as the inclination towards subjectivity in teacher assessments and the absence of alternative methods for reliably tracking individual student progress (as external and more dependable testing occurs only at the end of studies), the outcomes of these national assessments too confirm the existence of persistent weaknesses in the performance of students in VET, particularly in academic subjects.

This highlights the need for a comprehensive review of the assessment methods and a focus on addressing the challenges associated with imparting and evaluating theoretical knowledge and practical skills. Considering and addressing the academic weaknesses of trainees could contribute to enhancing the overall quality and effectiveness of the TVET system in Jordan.

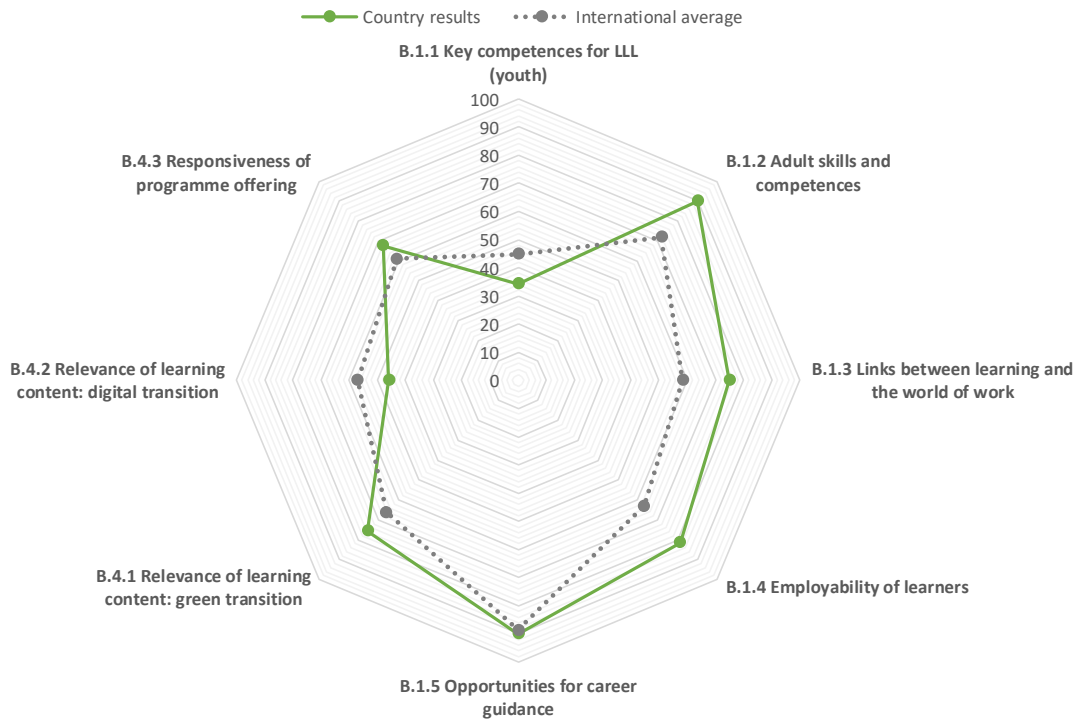
Adults and adult learners in Jordan on the other hand seem to dispose to a larger extent than their peers in other countries of the basic skills and competencies commonly conceptualised as essential for thriving in information-rich societies, i.e., IT and literacy. According to national authorities, system

⁸ Source: OECD, PISA 2022 Database, Tables I.B1.5.4, I.B1.5.5 and I.B1.5.6.

performance regarding the quality of skills and competences of adults in Jordan (Outcome B.1.2) is 90 points, which is higher than the international SPI average of 72 in this domain (Figure 3).

Despite the lower than desirable quality of learning and training outcomes for youth in VET, the employability of VET graduates in Jordan is high (Outcome B.1.4, SPI of 81), well above the international SPI average of 63 for that outcome. This corresponds with the emphasis that the National TVET Strategy 2023-2027 places on matching TVET outputs with labour market demands and the socio-economic development goals of Jordan.

FIGURE 4. SUPPORTING QUALITY AND RELEVANCE OF LLL - INDEX OF SYSTEM PERFORMANCE, JORDAN AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

This is an interesting finding, which may be explained in part by the relatively good results regarding the connections between the world of work and learning, as suggested by the self-assessment results in this domain of monitoring (Outcome B.1.3, SPI of 75). National authorities report of substantial industry role in the development of training programs, ensuring that the levels of skills, knowledge, and abilities correspond to the needs of employers. At the time of monitoring, there were 21 sector councils actively engaged in crafting VET curricula that align with market demand – an indication of collaborative efforts to enhance the relevance and effectiveness of VET in response to industry needs.

Additionally, recent initiatives led by the Technical and Vocational Skills Development Commission (TVSDC), with the technical support of the Belgian Development Agency (ENABLE), have allowed technical teams from various economic sectors to collaborate in establishing national standards, encompassing practical components integrated into workplace settings. According to official information, this concerted effort has ensured the recognition of work-based learning (WBL) at the

national level, and that efforts towards its establishment are aligned with system-wide norms and requirements. However, authorities also acknowledge that further work is needed to operationalize these norms and requirements effectively and subject them to practical testing in real-world scenarios.

The high degree of employability despite the sub-optimal quality of skills provided through IVET may further suggest that there are other links between employers and VET providers beyond work-based learning, which may be conducive to employability. With an SPI score of 90, the career guidance provided to learners seems to be a service which delivers rather well too.

At the same time, it is essential to also note that this high score is an average which includes both well-performing and lower-performing programmes in terms of labour market relevance and employability of graduates. National authorities indicate that, within CVET for example, the alignment of specific programmes – such as those focused on tourism and hospitality, customer service, and mobile maintenance – is closer to labour market needs compared to other programmes. These other programmes may attract students not solely for their employment prospects, but rather to fulfil personal learning goals.

The Torino Process monitoring framework assesses the relevance of learning content not just in immediate terms but also from a long-term perspective. It scrutinizes the extent to which curricula integrate forward-thinking, emerging trends such as digital and green transitions. Concurrently, it evaluates how well curricula respond to more immediate needs, like those arising from the labour market.

In terms of curriculum relevance, Jordan has a stronger focus on themes pertaining to the green transition (Outcome B.4.1, SPI of 76), possibly reflecting an aspiration for a VET system attuned to the importance of that process. In contrast, the emphasis on digital transition and the integration of themes concerning that transition is much weaker (Outcome B.4.2, SPI of 46). The responsiveness of VET to more imminent labour market needs, on the other hand, is higher than the average for other countries (Outcome B.4.3, SPI of 68), indicating that the VET system is rather receptive to the evolving needs of the economy.

2.2.3 Area B (2). Lifelong learning outcomes: excellence and innovation

This section evaluates excellence and innovation in the VET system of Jordan against eight policy and system outcomes related to pedagogy, content, governance, inclusion, and systemic innovation in areas like access, participation, quality, and relevance of learning and training. The data suggest moderate level of performance in promoting excellence in pedagogy and professional development. However, there is a significant commitment to high-quality in the implementation of VET programmes. Challenges remain in promoting best practices in social inclusion and equity, with a need to foster best practices that ensure fair treatment for all learners.

The section also indicates that there are varying degrees of systemic innovation, with particular strengths in aligning learning outcomes with labour market demands, yet more effort needed to incorporate new teaching methods and learning strategies to better meet the evolving needs of learners and the labour market.

In the second part of Area B (Excellence and innovation in support of lifelong learning), the Torino Process monitors two performance dimensions – excellence and innovation, which accommodate a total of eight system outcomes. These outcomes include excellence in pedagogy, learning content, governance, and inclusion into learning, as well as systemic innovation supporting access, participation,

quality, and relevance of learning and training. The outcomes included under Area B (2) are defined in Table 4.⁹

TABLE 4. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING AREA B (2): EXCELLENCE AND INNOVATION

Code	Deliverable (outcome)	Description
B.2.1	Excellence in pedagogy and professional development	This outcome captures the extent to which excellence in teaching and training is an acknowledged policy priority, as well as the extent to which its implementation is bearing fruit across the education and training system, including in the domain of professional development of teachers
B.2.2	Excellence in programme content and implementation	This outcome captures the results of efforts to promote excellence in the content and implementation of VET programmes, with a specific focus on bringing them closer to the world of work (i.e. through work-based learning), on prioritising greening in curricula and teaching, as well as on promoting excellence in learning.
B.2.3	Excellence in governance and provider management	This outcome captures the results of efforts to promote excellence in the domains of financing, leadership, and governance, as well as the extent to which these examples are systemic or not
B.2.4	Excellence in social inclusion and equity	This outcome captures the results of efforts to promote excellence in the domain of equity and social inclusion in education and training, as well as the extent to which these examples are systemic or not
B.3.1	Systemic innovation: access to opportunities for LLL	This outcome captures the presence of innovative practices and policy solutions in the domain of access to opportunities for lifelong learning.
B.3.2	Systemic innovation: participation and graduation	This outcome captures the presence of innovative practices and policy solutions in the provision of support for participation in (and graduation from) opportunities for lifelong learning, and the extent to which they are systemic (or not)
B.3.3	Systemic innovation: quality of learning and training outcomes	This outcome captures the presence of innovative practices and policy solutions for raising the quality of learning and training in terms of the knowledge, skills, and abilities acquired by learners
B.3.4	Systemic innovation: relevance of learning and training	This outcome captures the presence of innovative practices and policy solutions for raising the labour market relevance of knowledge, skills, and abilities acquired by learners

The concept of excellence, as defined in the Torino Process, signifies the existence of system-wide policies and measures that advance the highest quality practices and results in a selection of critical domains of policy and system delivery in VET. These domains encompass excellence in pedagogy and professional development, excellence in programme content and implementation, excellence in governance and provider management, and excellence in social inclusion and equity.

The VET system of Jordan shows below average performance in some of the domains pertaining to excellence. For instance, the performance regarding excellence in pedagogy and professional development (Outcome B.2.1, SPI of 51) is moderate. This suggests that there is room for improvement in implementing policies for improving teaching and training in the VET sector to ensure their impact extends across a larger proportion of teachers, trainers, and providers within the system.

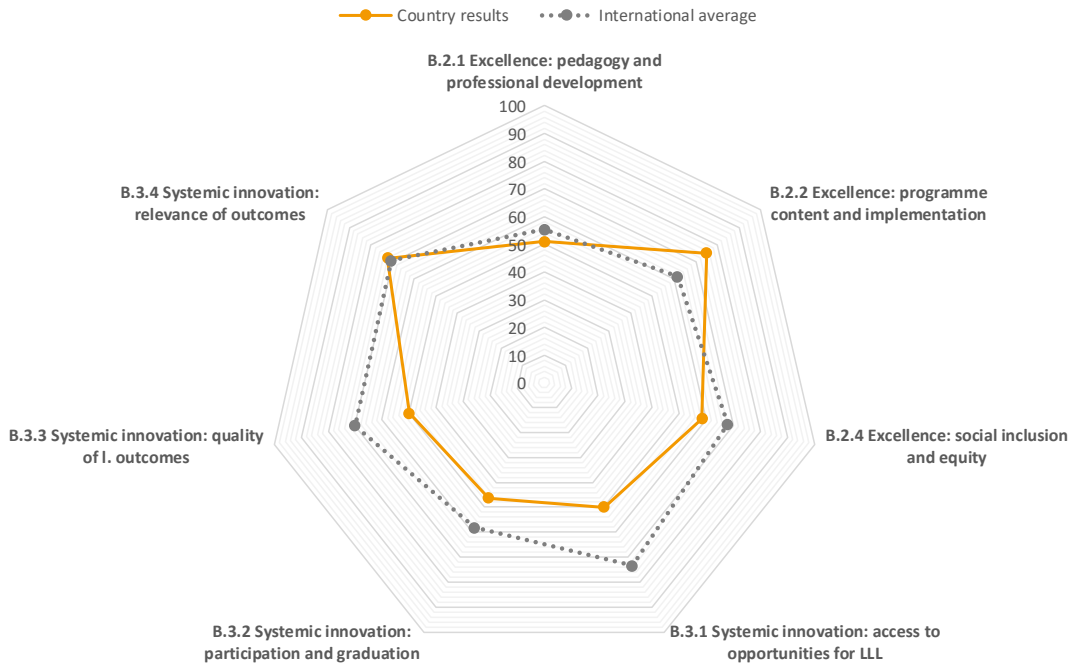
Commitment to high-quality solutions regarding excellence in VET programme implementation, on the other hand (Outcome B.2.2, SPI of 75) is reported as significant. This outcome includes critical elements such as curriculum design, assessments, and the coordination of these aspects with key stakeholders.

The SPI score for promoting excellence in social inclusion and equity (Outcome B.2.4, SPI of 59) is below the average of other countries participating in the Torino Process. This suggests the need to continue the efforts to identify and promote best practices in that support the involvement and fair treatment of all individuals, regardless of their social or economic background, in the VET system.

⁹ Outcome B.2.3 is not included in the reporting due to missing data.

In the context of Torino Process monitoring, excellence and innovation represent different but interlinked domains. While excellence refers to the pursuit of the highest quality practices and outcomes in mainstream vocational education and training policy and delivery, innovation reflects pioneering practices and policy solutions within these and related domains. Innovation in the monitoring context signifies adaptability, creativity, and a forward-thinking approach in the VET system to cater to the evolving needs of learners and labour markets.

FIGURE 5. EXCELLENCE AND INNOVATION FOR BETTER LLL - INDEX OF SYSTEM PERFORMANCE, JORDAN AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

The Torino Process gauges systemic innovation regarding access to lifelong learning opportunities (Outcome B.3.1), participation and graduation (Outcome B.3.2), quality of learning and training outcomes (Outcome B.3.3), and relevance of learning and training (Outcome B.3.4). The emphasis placed on innovation in the VET system of Jordan varies significantly against these different outcomes.

Fostering systemic innovation in the relevance of learning and training outcomes (Outcome B.3.4) shows somewhat better performance than the innovation efforts in the other domains in focus of monitoring. This suggests that Jordan is making good use of opportunities to introduce innovative solutions that could further enhance the labour market relevance of learning outcomes. The average-level SPI for systemic innovation in quality of learning and training (Outcome B.3.3), on the other hand indicates that the VET system may not be as receptive to novelties in the domain of teaching practices and learning strategies.

2.2.4 Area C. System organisation

This section assesses the effectiveness of VET system organization in Jordan, with a focus on steering/management and resourcing across eight system outcomes. The analysis highlights uneven performance, with notable strengths in stakeholder involvement, quality assurance, and the professional capacity of leadership of VET providers, all of which exceed performance in other countries in the Torino Process, on average. However, data scarcity affects decision-making, which suggest that there may be a need for more reliable data systems. The section also notes limited internationalization of VET and the uneven availability of financial and human resources in VET. In turn, this highlights the need for better infrastructure and fairer resource distribution to empower VET leaders and practitioners effectively.

In Area C (System organisation), the monitoring framework accommodates the last two dimensions presented in Section 2.1 – steering/management and resourcing, in which the Torino Process tracks a total of eight system outcomes. These outcomes include the availability and use of data for informed decision-making, the involvement of stakeholders in VET policy, provider management, and resourcing, quality assurance and accountability, the internationalisation of VET providers, as well as the availability and use of human and financial resources in VET. The outcomes included under Area C are defined in Table 5.

**TABLE 5. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA C: SYSTEM ORGANISATION**

Code	Deliverable (outcome)	Description
C.1.1	Data availability and use	This outcome refers to the availability of administrative and big data as covered by Level 1 of the monitoring framework, participation in large scale international assessments, as well as technical capacity to generate/manage evidence to support monitoring and improvement
C.1.2	Participatory governance	This outcome captures the degree of involvement of the private sector and other external stakeholders in consultations and decisions concerning opportunities for LLL through initial and continuing VET
C.1.3	Public accountability and reliable quality assurance	This outcome tracks the extent to which reliable and trustworthy quality assurance (QA) mechanisms and accountability arrangements are in place which cover learners, teachers, and providers, as well as the extent to which the QA results are publicly available
C.1.4	Professional capacity of staff in leadership positions	This outcome monitors the availability and professional capacity of qualified staff in leadership roles and in other key administrative roles on provider level
C.1.5	Internationalisation	This outcome monitors the degree of internationalisation in IVET and CVET, such as internationalisation of QA arrangements, curricular content, qualifications (i.e. recognition of international credentials, awarding bodies being active beyond their country of origin, etc.)
C.2.1	Adequate financial resource allocations and use	This outcome captures the adequacy of financial resources invested in IVET and CVET in terms of level of investment and allocation, as well as the degree of diversification of funding between public and private sources
C.2.2	Adequate human resource allocation and use	This outcome captures the efficiency of human resource management in terms of availability of teachers and trainers, and the adequacy of their deployment and career management
C.2.3	Adequate material base	This outcome captures the extent to which the material base for learning and training is adequate, including learning and training materials which are supportive of and promote effective teaching, training, and learning

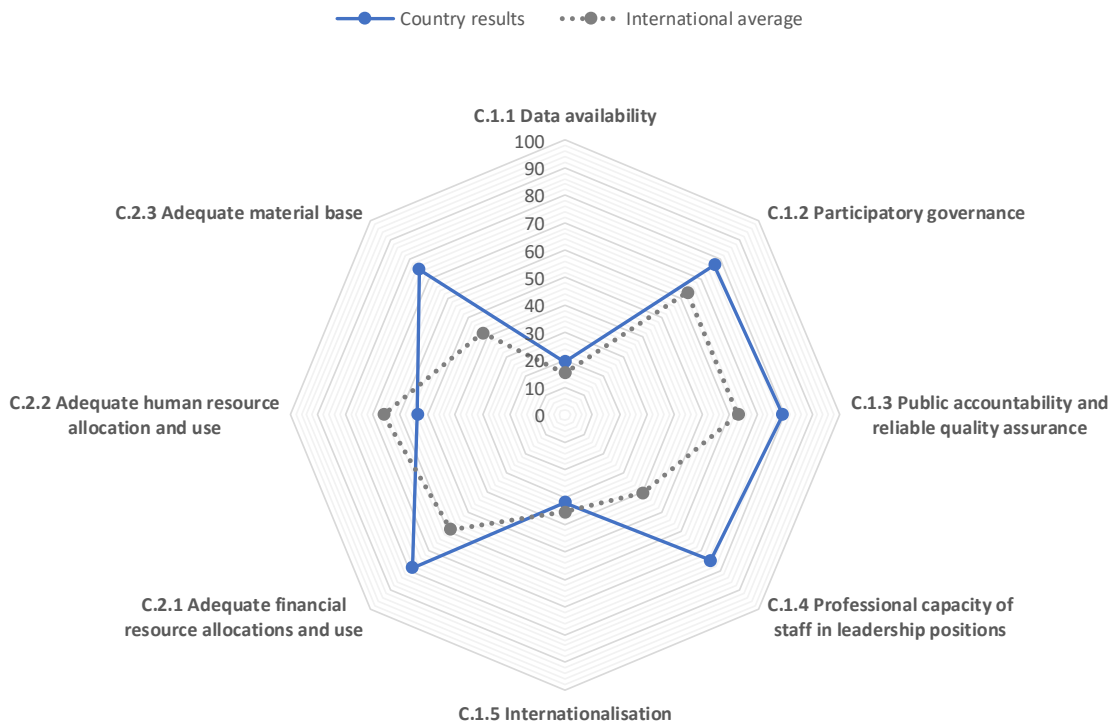
System performance in this area of VET monitoring in Jordan is uneven. Like other countries, the outcome with which Jordan struggles the most is the availability of reliable and comparable data for planning, policy analysis, and decision-making purposes (Outcome C.1.1). Scarcity of data is somewhat less of a challenge in Jordan than in other countries, on average, but this is still an outcome with a notably lower performance score compared to other outcomes in this and other domains. In their responses to the Torino Process monitoring questionnaire, national authorities confirm that the inadequate availability, reliability, and utilization of internationally comparable data for monitoring and

policy-making purposes is a key challenge, which has an impact on the overall effectiveness of VET in Jordan.

The monitoring results suggest that stakeholders in Jordan have ample possibilities to be involved in decision-making processes in VET (Outcome C.1.2, SPI of 77). The performance score in this domain of monitoring is higher than the international average, in line with the governance principles detailed in the National TVET Strategy 2023-2027, which focus on collaborative governance and stakeholder engagement.

According to national authorities, another notable strength is in the domain of quality assurance (Outcome C.1.3, SPI of 79), where comprehensive mechanisms are in place to ensure the quality of education and training delivered to learners. These findings underscore the effective implementation of strategic governance principles and the ongoing efforts to enhance the quality and accountability of VET providers. However, the translation of this strength into transparency and availability of information and data for stakeholders, particularly in the form of reports about the performance of providers and learners, is less evident. Like most countries in the Torino Process, Jordan faces challenges in this domain, suggesting a need for more accessible reporting mechanisms.

FIGURE 6. GOVERNANCE, PARTICIPATION, ACCOUNTABILITY - INDEX OF SYSTEM PERFORMANCE, JORDAN AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

The professional capacity of staff in leadership positions within the VET system (Outcome C.1.4) is reported as commendable, with an SPI of 75. Like in other countries in the Torino Process, this result

is based on a self-assessment score. Nevertheless, in Jordan it is significantly higher than the average for other countries, which suggests that national authorities are content with the level of development and empowerment of its school leaders. In other countries, the professional capacity of school leaders is more often seen as a domain in need of attention, than as an area of satisfactory performance.

However, it seems that the high degree of centralisation of the VET system may be an impediment to the realisation of the full potential of school leaders in VET as it may restrict their ability to manage and make decisions in a flexible manner, in alignment with local and school needs. According to official information, staff in leadership positions face limitations in developing initiatives unless they receive explicit approval from higher levels of management and decision-making, which poses challenges to adaptability and hinders the empowerment of leaders within the system.

The experiences of peers in other countries are an important source of learning and development for practitioners in education and training, in quality assurance and in any other domain. Exposure to peer-learning opportunities can motivate improvement and raise awareness of the value and use of one's own professional insights and experiences. Like in other countries in the Torino Process, internationalisation of providers and teaching in Jordan, however, is not among the strengths of the VET system (Outcome C.1.5) and the exchange and interaction with peers abroad are relatively low (SPI of 32). At the time of monitoring, the availability and quality of internationalization efforts for IVET and CVET in Jordan were limited. There were no programs to that end in VET, such as student exchange initiatives or the hosting of visiting teachers. This area is being considered for examination as a potential avenue to introduce an international element to the VET reform process.

Finally, system performance with respect to the adequacy of financial and material resources (Outcomes C.2.1 and C.2.3) is relatively high in international comparison, which may be a sign that there are no acute, systemic shortages of means and capital investment. However, this finding may merit a closer look. Depending on their place, role, and experiences in the system, various stakeholders may have varying perceptions about the availability and use of resources, which may not always be positive.

The official information provided in preparation of this monitoring report suggests that in both IVET and CVET, training materials are indeed available and accessible to learners. However, there are variations in the adequacy of these materials. Certain specialisations, such as tourism, have undergone revision with support from donor agencies and have more materials than other specialisations which are in focus of international support. A comprehensive revision of training materials is still needed to ensure their relevance and effectiveness for all learners in VET.

The situation is similarly diverse regarding the physical infrastructure. While it poses a significant challenge for most VET providers, some have undergone renovation through initiatives led by donor agencies like USAID, or are operating under private sector partnership agreements, such as the model Center of Excellence. Thus, despite some providers having less of a challenge with their material base and despite relatively high SPI scores in this domain of monitoring, the availability of adequate and modern infrastructure remains a critical concern, impacting the overall quality of education and training in these institutions.

Apart from staff in leadership positions, the VET system shows a relative weakness in the availability and management of human resources (Outcome C.2.2). Although the result for this outcome is mid-range (SPI of 54), it still lags considerably behind the international average of 66 and the results for the other domains of resource monitoring. The disparity indicates that there may be a lack of necessary personnel required for effective and efficient operation of the VET system, specifically of quality personnel like teachers, trainers, administrators, and support staff.

2.3 How did policies and systems benefit specific groups of learners?

In this round, the Torino Process monitoring looks not only into the deliverables of national VET policies and systems in general but also into the degree to which they address the needs and expectations of present and prospective lifelong learners. The monitoring framework traces how well and equitably system outcomes are distributed to these learners depending on their age and gender, and by features which can be influenced by policy, such as socio-economic disadvantage, labour market status, migration status and learning setting/pathway.

The next sections provide an overview of how the IVET and CVET subsystems in Jordan perform in a key selection of monitoring dimensions for the following key selection of learner groups: female learners (Section 2.3.1), disadvantaged learners (Section 2.3.2), populations who are long term unemployed, economically inactive, and have a low level of educational attainment (Section 2.3.3), as well as by their country of origin (Section 2.3.4).

2.3.1 Female learners

This section explores VET system performance for female learners in Jordan. It underscores the enhanced access and participation particularly for young females. Despite societal barriers limiting occupational choices, female enrolment in specialized fields and CVET is growing. Although there are challenges in curriculum complexity and societal perceptions, females generally achieve more favourable educational outcomes compared to males.

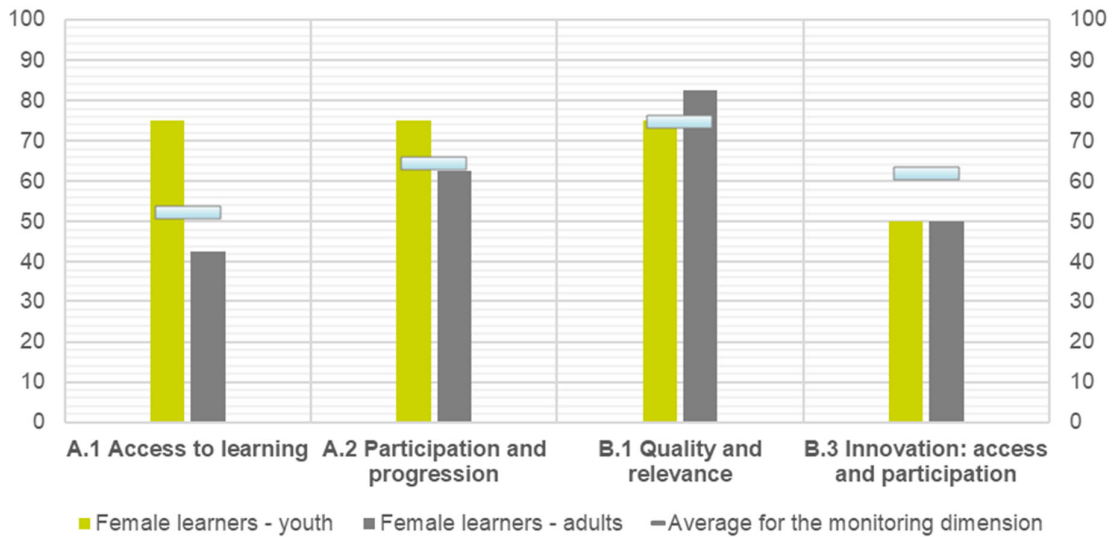
This section describes findings about VET system performance regarding access, participation, quality and relevance, and innovation to the benefit of female youth and adult learners in VET in Jordan.

Gender significantly influences the access and attractiveness of VET in Jordan. The system is reported to be highly accessible and attractive to young female learners (Dimension A.1), more so than to adult learners. National authorities report of increases in female enrolment in VET programs, with dedicated institutions for females. Despite that, UNESCO reports indicate that female access to VET is often tied to specific specializations like home economics (98%) and agriculture (19%), with social factors limiting choices in conservative societies. Social barriers impede female participation in work-based training and employment in non-traditional occupations. Hotels exhibit a preference for training females, yet societal constraints hinder access, contributing to the low representation of females in certain industries.

In higher TVET specializations at universities and community colleges, female enrolment reaches 41.1%, according to official information. Economic challenges and limited opportunities drive many females to seek VET for new livelihood options, leading to increased participation especially in CVET. Even so, national authorities indicate that cultural notions against women joining the labour force and cultural barriers affect female participation.

Once in VET, female learners are generally highly likely to progress and graduate from the programmes and courses they have enrolled in (Dimension A.2), on par or even more so than other learners, on average, which indicates that the VET system is designed to be supportive of learners of all genders and ages. There are also problems, however, as the attendance among females in the courses in which they have enrolled tends to be lower.

FIGURE 7. SYSTEM PERFORMANCE IN SUPPORT OF FEMALE LEARNERS IN SELECTED MONITORING DIMENSIONS, JORDAN (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

The monitoring results suggest that gender has minimal influence on the quality and relevance of skills and competencies delivered through VET. However, when examining the outcomes, it becomes clear that women in working age who engage in learning tend to achieve better learning outcomes than other learner groups (Dimension B.1). For youth, challenges arise in the quality of student intake, particularly for academically weak female students who may face difficulties with curriculum demands.

Despite these challenges, female students in VET consistently demonstrate better performance than their male counterparts – an observation confirmed also by the latest round of OECD’s PISA. On average, the system performs relatively well in delivering quality learning experiences for both young and adult females who choose to engage in learning and pursue employment or remain employed. Nevertheless, VET encounters challenges due to its propensity to attract less competitive students, resulting in difficulties, especially in mathematics and problem-solving. The reported complexity of the curriculum further exacerbates general weaknesses in STEM subjects up to grade 10.

Innovation in the VET system to the benefit of female learners is an area of weaker results. The VET system is somewhat less open to novel solutions and the consistent quest for innovative policies and practices to support access and participation for females (Dimension B.3).

2.3.2 Disadvantaged learners

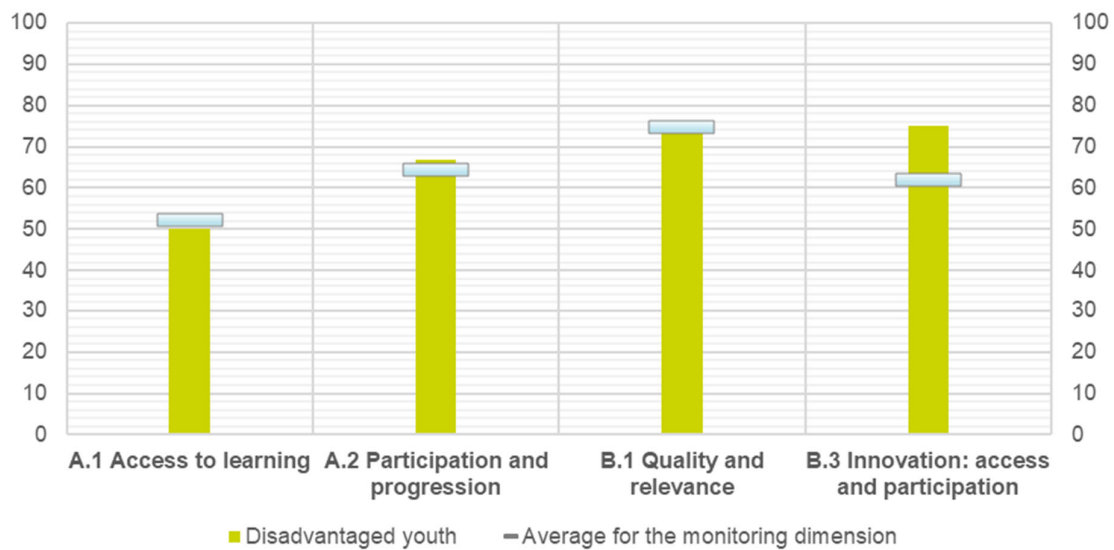
This section assesses the effectiveness of the VET system in meeting the needs of socioeconomically disadvantaged youth in Jordan. The data suggests that access and participation are equitable. Despite prevalent societal stigmas and economic barriers, efforts are underway to improve inclusivity and progression opportunities even further, with initiatives particularly focused on innovation to enhance access and participation for this group of vulnerable learners.

This section describes how well the VET system caters for the needs of socioeconomically disadvantaged youth when it comes to access, participation, and quality/relevance of opportunities for

lifelong learning through VET. The section also examines whether efforts to promote innovation in VET access and participation benefit this specific group of learners in Jordan.

The Vocational Training Corporation (VTC), established as an independent body for VET provision in Jordan, serves all citizens irrespective of their education level. Consequently, youth from socio-economically disadvantaged backgrounds in Jordan have access to VET on par with other learner groups (Dimension A.1). In practice, however, national authorities report that a majority of VTC students come from underprivileged backgrounds. While students from various backgrounds participate in VET, those with parents having primary education and an income level below a threshold of JOD 399 per month are more likely to enrol.

FIGURE 8. SYSTEM PERFORMANCE IN SUPPORT OF SOCIO-ECONOMICALLY DISADVANTAGED YOUTH IN SELECTED MONITORING DIMENSIONS, JORDAN (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

The same is true of students in secondary education vocational training programs under the Ministry of Education (MOE). According to official information, VET programs have often been associated with a stigma, primarily viewed as the sole option for underprivileged individuals. This negative perception is rooted in two main factors: students hailing from economically disadvantaged backgrounds who cannot afford the fees of community colleges and universities, and those with lower level of academic achievement. Thus, also in the network of providers under the MOE, a majority of VET enrollees come from public schools and families with low income.

System performance in support of successful participation in VET of disadvantaged youth in Jordan is on par with performance for any other learner (Dimension A.2). However, this level of performance may not be enough to secure equitable opportunities for progression for less advantaged students. National authorities indicate that disadvantaged students may be negatively impacted by their socioeconomic background, especially females who might not consider re-entering or advancing in general education due to associated costs. Students from poor families are more prone to dropping out if work opportunities arise, particularly those from underprivileged communities. Authorities are aware

of this situation and are working to address it. For instance, National Aid Fund beneficiaries under VTC have the option to enrol in VET programs without paying tuition fees.

The quality and relevance of education offered by the VET system in Jordan to disadvantaged youth are comparable to that provided to the general VET participant population (Dimension B.1). In terms of innovation, the Jordanian VET system is much more open to novelties in support of access and participation for disadvantaged youth than to any other group of learners (Dimension B.3).

2.3.3 Populations who are long-term unemployed, economically inactive, and have low educational attainment

This section evaluates VET system performance in addressing the needs and expectations of adults at risk: the long-term unemployed, economically inactive, and low-educated people in working age. The report notes strong performance in supporting access and the availability of tailored programs that can enhance the prospect of employability of adults at risk. However, challenges persist in engaging economically inactive adults, who as a learner group may require more targeted strategies to improve their participation as well as the relevance of learning which they are offered. Although Jordan is working on innovative solutions in this domain of monitoring, more focus is needed on specific barriers to participation.

Section 2.3.3 presents findings about VET system performance from the perspective of three strategically important groups of adults: the long-term unemployed, the economically inactive adults, and those with low or no educational attainment.

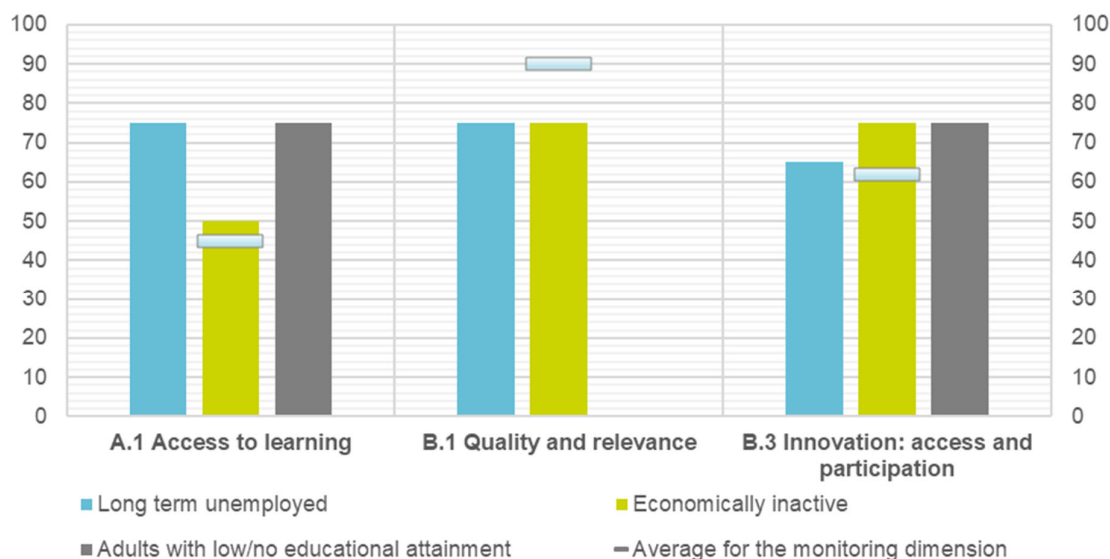
The monitoring evidence suggests that VET in Jordan is on a positive trajectory in terms of providing access and maintaining quality and relevance for adults at risk of disadvantage, yet it also highlights opportunities for policy improvement. The VET system offers the long-term unemployed and adults with low or no educational attainment substantial access to learning opportunities (Dimension A.1). Access for these groups is notably higher than the average for adults of working age, underscoring the system's effectiveness in engaging these strategically important learner groups.

According to national authorities, unemployed individuals often receive CVET through active labour market programs offered by government, semi-government agencies, community-based organizations (CBOs), and non-governmental organizations (NGOs). This type of training improves employment prospects, offering new work-related opportunities. Typically, on-the-job training is developed and delivered based on market demand and industry-specific needs for jobs, qualifications, and skills.

Nevertheless, there are challenges with some groups of adults at risk of exclusion, especially those who are economically inactive and have low or no education. A majority of inactive adults in Jordan, particularly females, face challenges in the labour market. Inactive females constituted 85.7% in Q4, 2022, mostly with education levels up to Tawjihi. The reasons for inactivity include a lack of desire to participate in the labour market, social factors, and difficulty finding preferred jobs.

Motivating inactive individuals for CVET requires personal motivation or a pre-existing experience with learning. Limited appropriate job opportunities matching skills, education, and preferences contribute to inactivity. CVET programs are generally affordable, with fee waivers for specific categories, although accessibility might be restricted to certain specializations. Enrolment in CVET is subject to basic literacy requirements, making it difficult for illiterate individuals to access without additional support and remedial programmes. In addition, the official information provided by authorities underlines that the attractiveness of CVET depends on individual preferences, motivations, and the need to develop skills based on socioeconomic needs and economic opportunities.

FIGURE 9. SYSTEM PERFORMANCE IN SUPPORT OF ADULTS WHO ARE LONG-TERM UNEMPLOYED, ECONOMICALLY INACTIVE, OR HAVE LOW EDUCATIONAL ATTAINMENT, JORDAN (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

Although all groups of adults at risk can expect a similar level of quality and relevance in training (Dimension B.1), it appears that economically inactive adults may not benefit from it as consistently. There is a need for more tailored strategies that better facilitate the engagement of this difficult-to-reach group in learning. While VET is instrumental in supporting active labour market policies overall, this segment of the population requires additional effort to fully benefit from the available opportunities.

In addition, according to official information provided in preparation of this monitoring report, a significant contributor to unemployment among this group of prospective learners is the absence of quality national programs that facilitate a seamless transition to work. This also includes deficiencies in vocational training opportunities and career guidance, and limited attention paid to the fact that long-term unemployed individuals in Jordan often lack fundamental soft skills essential for the job market. Deficiencies include communication skills, problem-solving abilities, proficiency in reading, IT literacy, financial literacy, and English proficiency. Addressing these gaps is crucial for enhancing employability and reducing unemployment rates.

In terms of innovation, long-term unemployed adults are less exposed to innovative solutions compared to other at-risk groups, even though the overall system performance in the innovation domain (Dimension B.3) is reported as being rather high. Nonetheless, systemic innovation in access and participation is a standout feature for the economically inactive and the adults with low or no education within the VET system of Jordan.

2.3.4 Learners by country of origin

The final section examines how VET in Jordan supports first-generation migrants. The section acknowledges the long history of the country as a refuge for those fleeing conflict. Despite lacking a comprehensive national migration policy, Jordan ensures inclusive educational opportunities through VET for migrants and refugees. While access and participation are robust, largely driven by donor support, challenges in quality and relevance remain, especially due to language barriers. However, the area of innovation stands out, showcasing commitment and strong support for the integration of migrants and for their learning success.

The final section with monitoring findings discusses performance in the domains of access, participation, quality and relevance, and innovation in Jordan for learners who are first-generation migrants.

Jordan has a longstanding tradition of serving as a destination for refugees, a role deeply rooted in its history and geopolitical context. The country has consistently opened its doors to individuals fleeing conflicts and crises, providing sanctuary for those seeking safety and stability.

It is important to note that discussing the status of Jordan as a destination for refugees is closely linked to a conversation around first-generation migrants. While refugees have often been arriving in Jordan due to specific and immediate threats to their safety, many of them who initially sought refuge end up staying for extended periods, sometimes spanning decades, effectively transitioning into more permanent migrant statuses over time. Thus, by covering “first generation migrants”, this section of the report refers to the long-term implications of, and policy responses to, refugee flows into Jordan, shedding light on how well the VET system responds to their experiences and learning needs.

FIGURE 10. SYSTEM PERFORMANCE IN SUPPORT OF FIRST-GENERATION MIGRANTS IN SELECTED MONITORING DIMENSIONS, JORDAN (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

According to official information, Jordan lacks a comprehensive national migration policy, but it has experienced significant inflows of refugees and a lesser influx of low-skilled economic immigrants.

Official statistics from the Ministry of Labor (MOL) suggest that Jordan at the time of monitoring, Jordan hosted 250,000 migrant workers, although unofficial estimates indicate a figure closer to 1 million. Additionally, Jordan hosts 90,000 refugees from various nationalities, excluding Palestinian refugees.

In 2016, Jordan committed to educating every child in the country irrespective of origin, extending this commitment to encompass Vocational Education and Training (VET), Technical and Vocational Education and Training (TVET), and higher education programs. Consequently, the Employment-Technical and Vocational Education and Training (E-TVET) Strategy 2014–2020, led by the Technical and Vocational Skills Development Commission, included actions targeted at improving inclusiveness for migrants. These actions aimed at recruiting qualified teachers and trainers among migrants, providing access to formal and non-formal training, conducting skills audits, recognizing qualifications, and facilitating access to occupational licenses.

In Jordan, refugees and first-generation migrants are granted access and support to learning in IVET and CVET accordingly, as long as they are either residents of Gaza or non-Jordanians officially residing in the country. The monitoring data suggests that the VET system performs very well regarding the provision of access to this group of learners (Dimension A.1). However, it should also be noted that system performance in this respect is largely due to donor-driven actions, which have not been fully institutionalized as outlined in the original E-TVET strategy.

At the time of this monitoring exercise, there are approximately 32,000 non-Jordanians in TVET, with 12,000-13,000 students aged 15-17 in vocational education. Palestinian refugees constitute 10-13% of the total TVET enrolment, while Syrian refugees in tertiary education account for around 4.5% based on 2015-2016 data. The ability for migrants to access and switch pathways is somewhat restricted.

Once enrolled, first-generation migrants are highly likely to effectively navigate through the education and training system, but according to information by national authorities, financial constraints may lead to dropout from training programs, as many migrants face tight living conditions and require scholarships to participate. Still, system performance in support of their participation and progression is reported to be higher than the national average (Dimension A.2, SPI of 75).

The monitoring results suggest, however, that the quality and relevance of learning for students with migrant background (Dimension B.1) is a domain in which the VET system has scope for improvement to ensure that the skills and knowledge provided are closely aligned with the needs of all learners, including migrants. A significant challenge faced by individuals entering the labour market, particularly observed among Syrian refugees in Jordan and Lebanon, is language proficiency. This language barrier was identified as a hindrance during the learning process and continued to pose challenges in the labour market.

On a brighter note, the VET system in Jordan performs well in the area of innovation, particularly in supporting access and participation for first generation migrants (Dimension B.3). The score in this dimension is relatively high, reflecting a strong presence of innovative practices and priorities at the system level that support these learners.

3. SUPPLEMENTARY SOURCES AND INFORMATION

3.1 Links to background information and data

The system performance indices presented in this report were calculated based on a selection of international quantitative indicators for Jordan and the qualitative responses of stakeholders where such indicators were missing.

The full collection of quantitative indicators collected for Jordan for this 2023 round of monitoring can be found here:

<https://docs.google.com/spreadsheets/d/1va1FqT8cK3jY8rKB4CE-A8nxcePxtF7i/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

The full collection of qualitative responses to the country-specific questionnaire for Jordan can be found here:

<https://docs.google.com/document/d/1w8QHedMmYwGod13alvTulKLLUCD6eHgj/edit?usp=sharing&oid=110154518834912853011&rtpof=true&sd=true>

General information for the Torino Process as well as the reports and data of other participating countries, can be found here: <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>.¹⁰

3.2 Definitions, terminological clarifications, methodological limitations

3.2.1 Definitions and terminological clarifications

This section provides an overview and definition of key terms in the Torino Process monitoring framework.

- **Youth:** Population in the official age of entrance and participation in initial VET programmes.
- **Adults:** Population of working age (15+ years of age) not enrolled in initial VET programmes.
- **Disadvantaged youth:** This refers to socio-economic disadvantage and describes youth with access to below-average levels of financial, social, cultural, and human capital resources.
- **Long-term unemployed:** Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least one year.
- **Inactive populations:** Adults of working age who are outside of the labour force, meaning that they are neither employed nor registered as unemployed (that is, seeking employment)
- **Lifelong learning:** any learning activity undertaken throughout life, to improve knowledge, skills/competences and/or qualifications for personal, social and/or professional reasons.
- **System performance:** describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL).
- **Initial VET:** Vocational education and training carried out in the formal system of initial education (usually upper or post-secondary) before entering working life.

¹⁰ The Torino Process monitoring reports and data will be released gradually in the period March-May 2023 in the order in which countries submit their evidence and the reports are being finalised with them.

- **Continuing VET:** Formal or non-formal vocational education and training carried out after initial VET and usually after the beginning of working life.
- **Adult education:** Adult education or learning may refer to any formal, non-formal, or informal learning activity, both general and vocational, undertaken by adults after leaving initial education and training.

3.2.2 Methodological limitations

The system performance indices developed in the framework of the Torino Process, are based on a rich methodological framework. This framework relies on various principles and theoretical underpinnings to ensure that the design, implementation, and evaluation of the indices is plausible in terms of theoretical foundations, technical reproducibility, and statistical fitness. The primary aim of these indices is to offer insights that can guide the monitoring of countries and inform their policy planning, not to promote their comparative ranking.

While various options were available during the different phases of the construction of the indices, the final choices represent a series of decisions which were deemed adequate and appropriate to promote reliability and avoid bias, in full awareness that by their very nature, indices like those require constant refinement. Therefore, the construction and calculation of the performance indices will remain an ongoing process to address the following limitations:

1. Refinement of aggregations and analysis: the current version of the indices represents a sub-set of the national systems under analysis. While these are sufficient for the formulation of initial findings, future cross-country analysis will include a larger number of countries with possible alternative (dis)aggregations i.e., at regional or development level, which may also affect the formulas using in the calculation of the indices as well as their values. The methodological framework of the Torino Process monitoring allows for such extensions and refinement without jeopardizing the validity of results which have been released already.

2. Choice of evidence: while the goal of this exercise is to monitor equally the different areas of interest, their dimensions and related outcomes, different countries may rely on a different, country-specific mix of qualitative and quantitative indicators from a predefined list for all countries. This also applies to the last available (reference) year for the quantitative indicators, which may vary between indicators and countries within a five-year limit.