

**PUBLIC-PRIVATE
PARTNERSHIP (PPP) IN VOCATIONAL EDUCATION IN PALESTINE: THE NA
TIONAL POLICY PROCESS AND A CASE STUDY OF ITS IMPLICATIONS FO
R TULKARM SECONDARY VOCATIONAL SCHOOL**

Miss Malaka Maamoun Samara



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วิทยานิพนธ์นี้เป็นส่วนหนึ่งของการศึกษาตามหลักสูตรปริญญาศิลป
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By Miss Malaka Maamoun Samara

Field of Study International Development Studies

Thesis Advisor Carl Middleton, Ph.D.

Accepted by the Faculty of Political Science, Chulalongkorn University in Partial Fulfillment of the Requirements for the Master's Degree

..... Dean of the Faculty of Political Science
(Associate Professor Ake Tangsupvattana, Ph.D.)

THESIS COMMITTEE

..... Chairman
(Professor Supachai Yavaprabhas, Ph.D.)

..... Thesis Advisor
(Carl Middleton, Ph.D.)

..... Examiner
(Associate Professor Juree Vichit-Vadakan, Ph.D.)

..... External Examiner
(Assistant Professor Nopraenu Sajarax Dhirathiti, Ph.D.)

จุฬาลงกรณ์มหาวิทยาลัย
CHULALONGKORN UNIVERSITY

มาลาภา มามูน ซามารา : ความร่วมมือภาครัฐและภาคเอกชน (PPP) ในการจัดอาชีวศึกษาในปาเลสไตน์: กระบวนการนโยบายระดับชาติและนโยบายที่มีต่อการศึกษาระดับมัธยมศึกษาอาชีวศึกษา กรณีศึกษาโรงเรียนอาชีวศึกษาของตุคาม (PUBLIC-PRIVATE PARTNERSHIP (PPP) IN VOCATIONAL EDUCATION IN PALESTINE: THE NATIONAL POLICY PROCESS AND A CASE STUDY OF ITS IMPLICATIONS FOR TULKARM SECONDARY VOCATIONAL SCHOOL) อ.ที่ปรึกษาวิทยานิพนธ์หลัก: ดร.คาร์ล มิทเติลตัน, 118 หน้า.

ความร่วมมือภาครัฐและภาคเอกชน หรือ PPP เป็นแนวคิดด้านการศึกษาใหม่ในการศึกษาระดับอุดมศึกษา อาชีวศึกษาและสถาบันการฝึกอาชีพในประเทศปาเลสไตน์ วิทยานิพนธ์ฉบับนี้ต้องการศึกษาว่า นโยบายความร่วมมือภาครัฐ-ภาคเอกชน หรือ PPP ในการศึกษาระดับอาชีวศึกษาถูกออกแบบให้เป็นนโยบายและถูกใช้ในทางปฏิบัติประกอบไปด้วย ตัวแสดง, แรงผลักดัน, ความท้าทาย อย่างไร และจะใช้ นโยบาย PPP ให้มีประสิทธิภาพได้อย่างไรสำหรับการศึกษาระดับอาชีวศึกษา

วิทยานิพนธ์ฉบับนี้ใช้แนวคิดเรื่อง PPP และวงจรนโยบายเป็นหลัก งานวิจัยนี้ทำในประเทศปาเลสไตน์ตั้งแต่เดือนพฤษภาคมถึงกรกฎาคมปี ค.ศ. 2016 โดยใช้วิธีวิจัยเชิงคุณภาพมีการสัมภาษณ์เชิงลึกและการสัมภาษณ์ผู้เชี่ยวชาญ³² คนจากทั้งภาครัฐ (n=15); ผู้แทนภาคเอกชน (n=5); องค์กรที่ไม่แสวงหาผลกำไร (n=2); ผู้เชี่ยวชาญ (n=3); ภาคเอกชนรายย่อย (n=3); บริษัทเอกชนขนาดใหญ่ (n=1); ผู้สำเร็จการศึกษา (n=2) และองค์กรที่ปฏิบัติงานระหว่างประเทศ (n=1) วิทยานิพนธ์ฉบับนี้ยังได้ใช้การอภิปรายกลุ่ม 3 กลุ่มสำหรับคุณครูจำนวน 11 คน และนักเรียน นักศึกษา จำนวน 20 คนที่กำลังศึกษาอยู่ในสถาบันการศึกษาและที่สำเร็จการศึกษาแล้วจำนวน 15 คน

วิทยานิพนธ์ฉบับนี้เสนอว่าความท้าทายที่สำคัญในการดำเนินนโยบาย PPP ของกลยุทธในการศึกษาระดับระดับอุดมศึกษา อาชีวศึกษาและสถาบันการฝึกอาชีพแห่งชาติคือการกีดกันผู้แสดงระดับท้องถิ่นออกไป กลยุทธนี้ถูกครอบงำโดยภาครัฐและกลุ่มผู้ให้ทุน โดยปราศจากบทบาทจากตัวแทนภาคเอกชนและตัวแทนจากคนในท้องถิ่น ความร่วมมือแบบไม่เป็นทางการที่เปลี่ยนรูปแบบไปในนโยบาย PPP แบบเป็นทางการนั้นมีประสิทธิภาพมากในการเชื่อมโยงนักเรียน นักศึกษากับตลาดและช่วยเพิ่มความรับผิดชอบของนักเรียน นักศึกษากับภาคเอกชนในช่วงเวลาการฝึกฝนอาชีพ ของนักเรียน นักศึกษา ประกอบไปด้วยการสร้าง ความเชื่อมั่นระหว่างภาคเอกชนและสถานศึกษา เช่น เสริมสร้างทักษะความรู้ที่ตอบสนองต่อความต้องการของผู้สำเร็จการศึกษา และระบุว่าอะไรคือความรับผิดชอบของผู้ที่เกี่ยวข้องรวมถึงบทบาทหน้าที่เพื่อเป็นการลด ความเสี่ยง และเสริมสร้างความร่วมมือให้มีมากยิ่งขึ้น เช่น ความปลอดภัยในการประกอบอาชีพ เมื่อเผชิญกับความร่วมมือแบบไม่เป็นทางการ ใน การ นี้ ผลลัพธ์ของ PPP คือการเพิ่มขึ้นของการจ้างงานและการพัฒนาทางด้านเศรษฐกิจในตลาดท้องถิ่น

วิทยานิพนธ์ฉบับนี้วิเคราะห์ว่าเพื่อโครงการ PPP ที่ยั่งยืนและมีประสิทธิภาพ ตัวแสดงจากภาครัฐควรมีส่วนร่วมเป็นตัวแสดงหลักในกลยุทธ PPP อีกทั้งวิทยานิพนธ์ฉบับนี้เห็นว่ากระบวนการของกลยุทธดังกล่าวควรเป็นในรูปแบบ จากล่างขึ้นบน (down-top) ไม่ใช่ การสั่งการจากบนลงล่าง (top-down) กลไกนี้จะประสบผลสำเร็จและให้ผลลัพธ์ที่ดีกว่าในกระบวนการปฏิบัติเพื่อช่วยหลีกเลี่ยง

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MALAKA MAAMOUN SAMARA: PUBLIC-PRIVATE PARTNERSHIP (PPP) IN VOCATIONAL EDUCATION IN PALESTINE: THE NATIONAL POLICY PROCESS AND A CASE STUDY OF ITS IMPLICATIONS FOR TULKARM SECONDARY VOCATIONAL SCHOOL. ADVISOR: CARL MIDDLETON, Ph.D., 118 pp.

Abstract

Public-Private Partnership (PPP) is a new educational concept in the Technical Vocational Education and Training (TVET) system in Palestine. The research examines how the national policy process on PPP in vocational education have been designed as a policy and implemented in practice, and also takes a case study of Tulkarm Vocational Secondary School.

The main concepts are PPP and the policy cycle. The research was conducted in Palestine from May to July 2016 using qualitative methodology. The in-depth and expert interviews were conducted with 32 key informants from the public sector (n=15); private sector representatives (n=5); Non-profit Organizations (n=2); experts (n=3); individual private sectors (n=3); a large private company (n=1); school graduates' success stories (n=2); and the international implementing agency/donor (n=1). The three focus groups were composed of 11 teachers, 20 students from the school, and 15 students who are graduates of the school.

The research highlighted that a key challenge to implementing the PPP on the National TVET Strategy is the exclusion of local actors. The strategy was dominated by the public sectors and the donors without a significant role for the private sector representatives and the local actors. Transforming informal cooperation into formal PPP is more efficient to link students with the market and increases the commitment of the students and the private sector during the students' training period; builds trust between the private sector and the school as enhanced skills and knowledge increases the demand for graduates; and defines actors' responsibilities and roles to minimize risk and thereby enhance cooperation, such as in occupational safety, encountered in informal cooperation. As a result, the PPP increases employability and economic development in the local market.

The research argues for the inclusion of teachers, local TVET staff and local businesses in the national policy process for effective implementation and sustainable PPP projects, and the inclusion of the Ministry of Finance and the Ministry of National Economy for financial sustainability.



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Student's Signature

Advisor's Signature

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CHAPTER I

INTRODUCTION

1.1 Background

Since the Israeli occupation of Palestine from 1948, the public sector, including the education system in Palestine, was controlled by the Israeli occupation policies (Abdul Rahman, 2009). There was no role for the private sector and no national and international investors in Palestine. This was due to the war, conflict, uprisings and the Israeli occupation policies of depriving Palestine and the Palestinian people to establish international relations or cooperation to support the education sector. This has affected the educational system including the education curriculum, methods, facilities, goals and outcomes. The banning of textbooks, educational material and extracurricular activities, in addition to low salaries and social cultural development prohibited by the Israeli Authorities, has affected social, economic and human resources development (Abu-Duhou, 1996). This educational deprivation resulted in the failure to meet the requirements, needs and aspirations of the Palestinian society such as inclusion of national, culture and religion identity; contribution to the development of society; the seeking of knowledge and creativity; and positive interaction with the requirements of scientific, technological and applied field developments (UNESCO, 2011).

The Palestinian National Authority (PNA) was formed in 1994. In 1996 Palestine achieved Autonomy. As a result, the PNA took control of the education system represented in the Ministry of Education and Higher Education (MoE&HE) - one of the most significant outcomes of the Oslo Accords¹. In 1995-1996, under the National Strategy, the MoE&HE started reforms. One was the Technical Vocational Education and Training (TVET) system reform. The TVET reform included building new schools, restoration of old schools, appointing new human resources of teachers, experts and

¹ A set of agreements between the government of Israel and the Palestine Liberation Organization (PLO).

new curriculum, and recognizing new modern and advanced educational techniques, material resources, curriculum, and regulations. The reform increased the number of the vocational schools and vocational majors (Wafa, 2013)². The aim was to improve the quality of the vocational education outputs (graduates' skills and knowledge) to meet the competence needs of the Palestinian market and the private sector. That is, connecting the educational needs with social and economic needs.

In 1998, the MoE&HE started creating the National TVET Strategy for TVET system reform. This strategy was developed with the involvement of the private sector and the Ministry of Labour (MoL) as main partners. The private sector was represented in the Federation of Palestinian Chamber of Commerce, Industry and Agriculture (FPCCIA) and the Palestinian General Federation of Trade Unions (PGFTU). The implementing agency and the supporting EU funds were represented in the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) (PNA, 2010). The *PPP on the National TVET Strategy* was *formulated*, officially approved and signed by the Palestinian Legislative Council. It was adopted by the *Palestinian* MoE&HE in 1999.

The role of the FPCCIA and the PGFTU was to represent the interests, the needs and the incentives of its members of the private sectors that provide public services for the TVET institutes. The private actors know the needs of the market as a result of studies and research. Accordingly, the private representatives work to bridge the gap between the MoE&HE and the private sectors by providing inputs that help to match the outputs (graduates' skills and knowledge) of the vocational education and the needs of the market. At the implementation processes of the strategy, the private sector representatives also work to organize the local market so that it can receive the graduates of the secondary vocational schools and encourage vocational education. The private sector representatives also work with the government on laws and regulations that relate to the private sector's rights and to organize the relationship between the private sector and the public sector of the TVET institutes.

Meeting the challenge of new job creation, higher living standards, expanding trade and attracting private investment flows will be key for private-sector led job creation in the country. It will require an education system that can adapt and produce the necessary

² See <http://www.wafainfo.ps/atemplate.aspx?id=9010#>

skills in a context of increased integration to world markets (PNA, 2010). This has created one of the main disconnects between the two sectors; that is, (1) the education system is not directed in the way that meets the needs of the labour market and (2) the education system has failed to provide the private sector with certified professional workers from the high schools.

From 2000-2005, there existed no practical implementation process on the National TVET Strategy because of the political situation and the Israeli military attack on Palestine. In 2000 the second Intifada (uprising) started. The Israeli military invasions targeted and destroyed the infrastructure of all the ministries, including curfew and closure between Palestinian cities and villages. The curfew and closure resulted in stoppage of all aspects of life and people's movements and communication. This lasted till 2005. In 2006, elections were held. The opposing political party Hamas won the elections. A new government was formed with new policies that were completely different than the policies of the previous governing political party, Fatah. This situation created inner political conflict and an international boycott against the new government. In 2007, a coup established two authorities. One in the West Bank by Fatah and one in Gaza Strip by Hamas. This 2007 coup created a political crises that affected the implementation of the 1999 National TVET Strategy. In the interim, in 2006, the MoE&HE started again to work on the National TVET Strategy. While the MoE&HE created a Revised TVET Strategy, it was a strategy with the same actors and the same plan. The Revised TVET Strategy was issued in 2011.

The purpose of my research is to explore how the PPP strategies in secondary vocational education have been designed and implemented in practice. This includes the strategy, goals and values held as well as its evolution from 1995 to 2016. The research explores and analyses the political, economic, and socio-cultural situations in Palestine that have affected the PPP strategy through all its processes. Further, the research examines the role of the private sector in offering public services for secondary vocational education schools through involvement in the PPP on the National TVET Strategy. The private sector role includes its involvement from the agenda setting to the implementation process as well as their incentives and the kind and level of contribution the private sector offers. Moreover, the research explores the PPP models in secondary vocational education in Palestine that exist at the local level including actors, their roles,

and the challenges that PPP faces at the local level in practice. Finally, the research results in a new theory and recommendations for PPP in secondary vocational education for policy makers as well as strengthening the PPP strategy in secondary vocational education as independent institutions that graduate level 1 and 2³ that are different from the higher vocational education (level 4 and 5) and vocational training (level 1) regarding to the education objectives - the need of the market for each level graduates - outputs (students skills and knowledge) and the services required from the private sector.

1.2 Research question

Main question

In Palestine, how have the policies on Public-Private Partnerships in vocational secondary schools been designed as a policy and implemented in practice?

Sub Questions

- 1- What are the goals, values held and strategies of Palestine's policies on PPP in vocational secondary education and how have they evolved over the past 15 years (1995-2016)?
- 2- How have key actors (government, teachers, private sector, and international donors) shaped Palestine's policies on PPP in vocational secondary education, and how does this reflect their interests and what were the challenges through the policy process?
- 3- At Tulkarm Secondary Vocational School, how have Palestine's policies on PPP been implemented in practice, in terms of shaping majors, curriculum, number

³ There are 5 levels of TVET system: level 1 (semiskilled) which is the graduates of the vocational training; level 2 and 3 (skilled and craftsman) which are the graduates of secondary vocational schools; and level 4 and 4 (technician and expert) which are graduates of the vocational colleges and the universities.

of students and models of PPP? How do local partnerships exist independent from the PPP on the National TVET Strategy?

- 4- At Tulkarm Vocational Secondary School, what have been the main benefits arising from the PPP for the school? What are the roles and the responsibilities of the local actors - the head of the school, teachers, school students, graduates, the local private sector representatives and the Non-Profit Organizations (NPOs)? What are the challenges affect PPP implementation at the local level?

1.3 Objectives

Main Objective

Determine how the policies on Public-Private Partnerships in vocational secondary schools have been designed as a policy and implemented in practice.

Sub-Objectives

1. Identify the goals, values held and strategies of Palestine's policies on PPP in vocational secondary education and how they have evolved over the past 15 years (1995-2016).
2. Examine how key actors (government, teachers, private sector, and international donors) shaped Palestine's policies on PPP in vocational secondary education and how this reflects their interests and what challenges were through the policy process.
3. Determine how Palestine's policies on PPP have been implemented in practice, in terms of shaping majors, developing curriculum, number of students and models of PPP and how local partnerships exist independent from the PPP on the National TVET Strategy.
4. Determine the main benefits arising from the PPP for the school; the roles and the responsibilities of the local actors - the head of the school, teachers, school students, graduates, the private sector representatives and Non Profit Organizations

(NPOs). Determine and analyse the challenges affect PPP implementation at the local level.

1.4 Conceptual Framework

The conceptual framework consists of four sections. Section 1.4.1 introduces the concept of Public-Private Partnership (PPP). Section 1.4.2 focuses on the PPP debate in education. Section 1.4.3 addresses the policy cycle of PPP. Section 1.4.4 introduces PPP models in education.

1.4.1 Public-Private Partnership (PPP)

Public Private Partnerships (PPP) allow the private sector to participate as an actor in the policymaking process to offer public services in development projects. This requires a degree of cooperation and influence of policies between the public and private sector. Part of the reason PPP has entered the policy discourse in international educational development is the rising demand for education that governments are unable to meet without collaborating with private providers of schooling (Patrinos & Sosale, 2007). PPP is defined as a broad range of agreements between public institutions and the private sector aimed at operating public infrastructures or delivering public services (Brans, 2011, p. 16). PPPs recognize that both parties have certain advantages relative to the other in the performance of specific tasks (European Commission, 2003, p. 16). Also, PPP is defined as the set of arrangements in which the private sector carries out the role of supplier of infrastructure of assets and services that have traditionally been provided by the government (Education International, 2009, p. 13).

1.4.2 The PPP debate in Education

Some observers consider PPPs are a 'privatization of education' whilst others regard PPPs as an innovative means of financing education that draws upon the best of the public and the private with the potential to resolve some problems in education systems, such as access, quality and equity (Robertson & Verger, 2012). Globalization and governing of education through Public-Private Partnerships (PPPs) have generated considerable debate as to their meaning, purpose, status and outcomes. This debate

particularly relates to the education sector because of the widely-held view that education is a complex social and political activity that should remain largely in the public sector serving public interests (Robertson & Verger, 2012).

PPPs need to be contrasted with privatization (Jakutyte, 2012, p. 29). PPPs can be distinguished from privatization, with the latter involving a permanent transfer of control from the public sector to the private sector, while the main aim of PPPs is to promote improvements in the financing and provision of services without altering the balance of control of one over the other (LaRocque, 2011). However, PPPs indicate at some levels that the private sector takes control when it becomes part of public policy making.

In line with PPP, the public sector could carry on monitoring and steering public services. At the same time, the public sector could benefit from experience/capacity or capital of private partners companies. On the other hand, the private sector could enter new business fields and profit from public policy support (Chung & Meissner, 2011).

1.4.2.1 PPP Strengths in Education

This section contains arguments for the use of PPP in education. This section is not intended to analyse the arguments as to their validity but is instead a means to state the assertions for the arguments.

Governments promote a policy of Public-Private Partnerships optimizing the differences and strengths of each sector in the pursuit of common objectives where the skills and assets of each sector (public and private) are shared in delivering public service or facility (Parvu & Voicu-Olteanu, 2009, p. 191). Exploring PPPs is a way of introducing the private sector technology and innovation in providing better public services through improved operational efficiency. It also may increase quality, efficiency and accountability offered by increasing private participation in education (LaRocque, 2011), and PPPs may help to lift the quality of education delivered by incorporating knowledge, skills and innovations provided by the private sector. Furthermore, PPP is a way to provide additional capital due to budget constraints and limited resources (Chung & Meissner, 2011). It also allows governments to take advantage of specialized skills from the private sector, to overcome infrastructure gaps,

and to not be constrained by fiscal restrictions on public sector budgets (Education International, 2009, p. 26). Further, PPP improves the level of governance by engaging the employers in education planning and training (Hawley, 2007).

PPPs increase choice in education and link educational subsidies to the market demand (European Commission, 2003). PPPs have tended to adopt an economic analysis, focusing on the supply and demand aspects of educational provision within a market context overcoming the misalignment between the skills obtained in school and those needed by the labour market (Private Sector Development Policy Handbook, 2012). The cross-transfer of public and private sector skills, knowledge and expertise can create innovation, efficiency and incentives. It can enhance human resources development which in its turn affects and benefits the local market and the private sector for economic development by creating jobs and providing the market and the private sector with professionals and skilled labour force (Education International, 2009, p. 123).

1.4.2.2 PPP Critiques in Education.

This section sets out the arguments against PPP in education. Again, the purpose of this section is not to analyse the validity of the arguments but is instead simply to state the arguments.

Profit is the goal of the private sector. Any cooperation or partnership with the public sector under PPP must maximize the private sectors' profits if they are to survive. PPP is fundamentally incompatible with protecting the environment and ensuring access and quality of public services (Hall, 2015).

Public services and infrastructure are best financed and delivered by the public sector because PPPs are an expensive and inefficient way of financing infrastructure and services. Public-Private Partnerships have fundamentally been about giving private investors profit with low risks. The private sector takes part in PPP to achieve certain incentives from the government. One of these incentives is reducing government taxes. Taxpayers who subsidize these high returns should be concerned as this creates financial and economic crisis in the country while the private sector gets all the profit (Hall, 2015; Sanger & Crawley, 2009). Moreover, there is no foundation to the claim

that the private sector is better at managing risk than the public sector (Sanger & Crawley, 2009).

PPPs don't 'bring extra money' (Hall, 2015) as the government pays for the cost of the PPP from taxation. By the government paying for the cost of construction, and then the cost of running the service, PPPs are paid for by the public sector in just the same way as projects carried out directly by public authorities but with the result that the PPP projects or programs involve higher public spending. PPPs also generally worsen the employment conditions of workers in their organizations. Workers normally lose their status as public employees and may lose the benefit of public sector pension schemes (Hall, 2015).

There are many weaknesses, limitations, and barriers to effective implementation of PPP. They include, but are not limited to: (1) government bureaucracy, (2) no-to-limited participation in policy formulation and policy processes by the representatives from the private sector, (3) political considerations that affect implementation at the national and local levels, (4) a lack of qualified teachers and staff in the public sector, (5) fragmentation between Ministries of responsibility for skills development leading to a lack of strategic leadership and planning, and (6) lack of investment in infrastructure and staff (Tansen, 2012). Further, the lack of effective management impedes the implementation of programs. The lack of effective management is the result of inadequate engagement between partners, ineffective representation by partners, conflict between partners, lack of clarity on roles, and lack of trust between the public and private sectors. These factors also lead to impoverished decision-making (Mistarihi, Hutchings, & Shacklock., 2013). And finally, limited government capacity, weak policy frameworks, and inadequate regulatory structures hinder the effective implementation of PPPs in the delivery of quality education (UNICEF, 2011).

1.4.3 The Policy Cycle of Public-Private Partnership (PPP)

Policy making has been defined as: "Constrained actors attempting to match policy goals with policy means in a process that can be characterized as Applied Problem Solving. Identifying problems and matching solutions to them." (Howlett, Ramesh, & Perl, 2009). However, there is no single definition for policy, as policy consists of two

main elements which are the objectives and one or more elements of the policy to achieve these objectives (Mwije, 2013). The policy cycle is “a systematic process [structure] showing how societal issues or public problems are acknowledged followed by step-by-step sequences depicting how the identified problem issues should be solved.” (Mwije, 2013).

The policy cycle consists of many stages that include the major processes of the policy cycle. The policy cycle models are not the same. They differ from one author to another. For Mwije (2013), the policy cycle consists of eight stages which are: Problem Identifications, Agenda Setting, Policy Formulation, Policy Legitimization, Policy Implementation, Policy Evaluation, Policy Change and Policy Termination. For Green (2005) the policy cycle model consists of 5 main stages which are: Agenda Setting, Policy Formulation, Policy Implementation, Policy Evaluation, and Policy Change or Termination. Howlett et al. (2009) consider the policy cycle framework as an applied Problem Solving Model of the Policy process as in the table (1). However, I contend the differences are not a main issue. It is just separating or merging steps together. For example, Mwije (2013) simply separated the problem identification step from the agenda setting considering them as two separated steps for the policy cycle while Greene (2005) considers the problem identification as part of the agenda setting process and uses similar nomenclature for the other steps.

Table (1): Five stages of the policy cycle and their relationship to Applied Problem-Solving.

Applied problem Solving	Stages in Policy Cycle
Problem Recognition	Agenda Setting
Proposal of Solution	Policy Formulation
Choice of Solution	Decision Making
Putting Solutions into Effects	Policy Implementation
Monitoring Results	Policy Evaluation

Source: (Howlett et al., 2009, p. 12).

According to (Greene, 2005) , the policy cycle consists of the following stages:

1.4.3.1 Agenda setting

This stage addresses how the problem gets defined when it involves various interest groups and government looking at issues when an issue receives enough media attention and public awareness and intensified efforts from the interest groups. It is comprised of several streams that are affected by a variety of environmental and contextual factors. The policy stream is concerned with the technical plausibility of potential solutions for the problem and how the evolved actors and interest groups will accept the potential solutions.

1.4.3.2 Policy Formulation

This phase of the policy is also called policy adoption. This phase occurs when applicable law is developed and passed to fix some past problems or to prevent the problem from occurring again in the future. Policy formulation involves highly political processes in which interest groups converge to try to obtain legislation that is advantageous to their groups. This phase involves a number of actors including interest groups, legislative council, and the president and government agencies.

1.4.3.3 Policy Implementation

Policy implementation is what happens once applicable law is passed. The implementation process consists of a series of governmental decisions and actions that attempt to turn already determined mandates into reality.

1.4.3.4 Policy Evaluation

This phase happens after the implementation of the program to determine if the policy implementation has made any difference to solve the problem or not. The outputs of the policy evaluation help the policy makers to improve for better policy implementation for the future.

1.4.3.5 Policy Change or Termination

When the evaluation phase happens, it allows for policy change or termination depending on the results of the policy evaluation. It enables changes to be made for

the policy when changes are required. If the policy fails to make the change that was planned in the agenda setting, then the policy termination happens.

The reality is, in contrast to the policy cycle models that convey the impression that policy making is simple and easy, that policy making is complex. The policy cycle models seem to not consider many fronts. They fail to consider reality in its format and context. They fail to demonstrate that the course of the policy is unpredictable. They fail to incorporate the reality that the policy cycle is an irrational process. The policy cycle models fail to demonstrate the complexities of policy making. They fail to show the non-linearity of policy process (policy activities cannot sequentially happen). And finally, the models fail in that they focus more on the policy making process than on implementation of policy (Mwije, 2013). That is, the technique is so broad; stages of the policy process overlap or never happen. Thus, it is difficult to identify when or where a policy process starts. In sum, it fails to identify the actors through the process and it overly simplifies policy development (Pipka, 2014).

Howard (2005) argues that the model should not be interpreted as a rigorous, formulaic guide to the policy process. Howard further argues that the policy cycle should not be interpreted as a formulaic explanation of the progress of policy process. The policy cycle concentrates on generic features of the policy process instead of on specific actors or institutions or particular problems and programs (Jann & Wegrich, 2007, p. 45). Another concern is that the policy cycle is viewed from a top-down perspective resulting in the framing of policy-making as a hierarchical steering by superior institutions. Of concern too is the concentration on single programs and decisions and their formal adoption and implementation. Given that the interaction between diverse programs, laws, and norms and their implementation and evaluation do not gain the primary attention of policy analysis, the cycle framework leads toward an oversimplified and unrealistic world-view (Jann & Wegrich, 2007, p. 56).

Among other issues in the policy process, the urgency of a policy must also be considered. In certain circumstance, government should take a decision in a short time without passing all stages in policy cycle. Moreover, good policy is not only determined by a series of stages but also by the quality of policy makers to analyse problems and choose the best strategy (Sabatier & Smith, 1993). Everett (2003) argues that the policy cycle is normative and impractical in decision making. That is, the policy cycle is not a

substitute for the actual making of decisions but is simply an administrative and bureaucratic mechanism.

1.4.4 PPP Models in Education

Partnerships between public sectors and private sectors in providing education existed in some countries long before the term PPP became widespread in the 1980s. There are many factors that affect the type of the PPP, like the country's history, culture and political processes (Education International, 2009, p. 14). Models of Partnerships in education may differ depending also on the actors involved, the types of partnerships and the type of services that are procured or obtained by the private sector (Patrinos, 2005, p. 3). These different players are likely to have distinct approaches to education provisions emerging from their own histories as well as their economic motivations. The term partnership can be used to mean:

- a purely contractual arrangement,
- a highly structured and governed set-up,
- a loose agreement among different parties to work together, or
- a term indicating an attitude of reciprocity in development programs between donors and recipients.

Moreover, the phenomenon is not static, but changes over time (Education International, 2009, p. 15). A classification of PPPs is based upon private sector involvement and is focused mostly on the delivery, management and financing of education. See table (2).

Table (2): Types of PPP in education

Type of PPP	Definition
Infrastructure	Involving large infrastructure projects in the education sector: Build-Operate-Transfer. A private operator is granted a franchise (concession) to finance, build and operate an educational facility such as a public school, university building or hostel. The government, in effect, leases the facility from the private sector for a specified period, after which the facility is transferred to the government.

Private operation of public schools	Public schools are operated by private firms or organizations under contract to a public agency. The schools remain publicly owned and publicly funded, but are managed by a private sector operator in return for a management fee.
Outsourcing of educational services	Government contracts with the private sector for the provision of education-related services such as curriculum development and/or delivery; assessment or administration of examinations; and school evaluation, review, inspection and/or school improvement program.
Outsourcing of non-educational support services	These may include canteen, transport, health care, or cleaning services or building and operating student hostels. Outsourcing is not strictly a category of PPPs, however, it gives space to unions to express their views and experiences.
Innovation and research	Government programs that encourage industry-research institute partnerships and promote commercialization of public research.
Vouchers and subsidies	The government provides vouchers to students enabling them to attend private schools or the government provides direct subsidies to private schools.

Source: (Education International, 2009, pp. 15-18).

Multi Stakeholder Partnerships in Education (MSPEs) is intended to describe a form of partnership that does not entail a contractual relationship with a definable commercial benefit for the private provider, and may be closest to the form of PPP that has emerged in Palestine in vocational schools. Generally, it refers to multinational companies involved in global education initiatives partnering with UN agencies, international financial institutions, and civil society organizations (Education International, 2009, p. 18). It is defined as a model of development cooperation in which actors from the private sector (private corporations, corporate foundations, groups or associations of

businesses) and the public sector (Ministry of Education and schools) bring together expertise and resources to achieve development goals. Such partnerships have been created for the purpose of advocacy, for pooling resources, for exchange of expertise, or for developing new ways to construct or to provide infrastructure and services (Education International, 2009, p. 111).

However, in Palestine, the PPP model in education takes two models which are: (1) Memorandum of Understanding (MoU) between the private sector and the government/MoE&HE and (2) informal cooperation with private sector at the local level with the school. The model employed depends on the character, capacity and the kind of services offered by the private sector.

○ **Memorandum of Understanding (MoU)**

This model of PPP happens with the public and the private sector at the national level, where the two sectors sign an agreement called MoU. This kind of PPP represents the social responsibility of the private sector and their support for development through education rather than signing an agreement between the two sectors within a legal framework. It includes the responsibilities of both sectors, the goals of the agreement, and the time frame. Further, the MoU involves agreement with a local Non-Profit Organization and the secondary vocational school. It depends upon donor funding to run small projects.

○ **Informal cooperation at the local level.**

Vocational schools cooperation with the private sector has a long history in Palestine. It began when the first vocational school was established 60 years ago. It consists of informal cooperation where the head of the school or the teacher of the subject takes it as an individual responsibility to coordinate with a local known (for example, a friend, neighbor or from the family) workshop in a certain profession like carpentry or welding to host a student for almost a one month training to obtain practical skills in the profession and become familiar with the market needs. This kind of cooperation was

easy and familiar at the local level because of the culture and the socially strong relationships between people in the Palestinian communities.

1.5 Research Methods

1.5.1 Overview of Method

In this study qualitative methods were used to collect and analyse data. The qualitative methods included in-depth and expert interviews, focus groups and secondary data collection.

- The in-depth and expert interviews were conducted with 32 key informants from the public sectors, the private sector, donors, experts and Non-Profit Organizations (NPOs). The in-depth and expert interviews were for deep understanding of the PPP policy cycle, actors and their roles, incentives, PPP impacts, and challenges in each process of PPP strategy in secondary vocational education.
- The focus groups were made up of students of level 2 and 3; 20 students who are currently studying in the school and 15 students of level 2 and 3 who are pursuing level 4 and 5. Thus, the two student focus groups had 35 individuals in total. The third focus group was conducted with 11 teachers. The goal of the third focus group was to understand more about the role of teachers in PPP strategy at any phase they are engaged in. In particular, it helped understanding the practical challenges that teachers face on the ground in cooperation with the private sectors and in applying the PPP strategy in practice at the local level.
- Secondary data collection was utilized. This included analysis of documents, reports, news, contracts and other written documents that related to the PPP in secondary vocational education.

The data collection was conducted in Palestine from May to July 2016.

1.5.2 Scope of the study

The school of the case study is Tulkarm Secondary Vocational School. The school was established in 1976. There are 360 students (males and females), and 54 employees including teachers, engineers and administrators. It offers vocational and technical education for the secondary 11th and 12th grades. The school offers 12 vocational, technical and industrial programs.

The research took place in Palestine in Tulkarm city, in the north of The West Bank – Palestine. The case study addresses the Tulkarm Vocational Secondary School. The Tulkarm Vocational Secondary School was chosen as a case study because it represents an example of two kinds of PPP models in secondary vocational education in Palestine, formal and informal cooperation. There is one secondary vocational school in every Palestinian city. They all follow the same administration of the MoE&HE. They follow the same policy, procedures and actors on PPP at the implementation phase, either formal or informal PPP. So, Tulkarm Secondary Vocational School was an example that the data collected could be generalized. That is, to the wider number of schools in Palestine while acknowledging that there are some specific factors that are only applicable for the Tulkarm Vocational Secondary School and are different from other vocational secondary schools in Palestine such as the difference in number of students of each school, some majors, the local market and the private sector nature and capacity that could affect the PPP implementation efficiency differently in different cities. However, any differences for the case study could also be beneficial for PPP implementation in any vocational school in Palestine to draw a definite cause/effect to avoid anticipating challenges and for a better and more efficient policy implementation.

1.5.3 Matrix of Data

Research Questions	Data needed to be collected	Who are the interviewees?	How to collect the data?

1-What are the goals, values held and strategies of Palestine's policies on PPP in vocational secondary education and how have they evolved over the past 15 years (1995-2016)?	Strategies of the Palestine's policies on PPP in vocational education, policy cycle process, changes that have evolved over the past 15 years and including related concepts and theories and the role of each actor in PPP Policy cycle and its impacts.	Key Informants of International donor and implementing agency (GIZ)	Expert Interview
		Academic Experts	Expert Interview
		Key Informants /MoE&HE	Expert Interview
		Key Informants /Ministry of Labour	Expert Interview
		Key Informants /Chamber of Commerce Union	Expert Interview
2-How have key actors (government, teachers, private sector, and international donors) shaped Palestine's policies on PPP in vocational secondary education, and how does this reflect their interests and what were the challenges through the policy process?	The key actors and their role in shaping Palestine's policies on PPP in vocational education, their interests and challenges, the current situation of Public-Private partnership and the future PPP strategies.	Key Informants /MoE&HE	Expert Interview
		Teachers	Focus group
		Key Informants /Chamber of Commerce	Expert Interview
		International donor and implementing agency/GIZ	Expert Interview
		Academic Experts	Expert Interview
3-At Tulkarm Secondary Vocational School, how have	How Palestine's policies on PPP have been implemented in practice, in terms	Students	Focus groups
		Key Informants/International donor and implementing agency (GIZ)	Expert Interview

<p>Palestine's policies on PPP been implemented in practice, in terms of shaping majors, curriculum, number of students and models of PPP? How do local partnerships exist independent from the PPP on the National TVET Strategy?</p> <p>4-At Tulkarm Vocational Secondary School, what have been the main benefits arising from the PPP for the school? What is the role and the responsibilities of the local actors (the head of the school, teachers, school students, graduates, the local private sector representatives and the Non-Profit Organizations (NPOs)? What are the challenges affect PPP</p>	<p>of shaping curriculum, school management and staff training and who are the actors in implementation phase including who are the missing actors. Impacts of implementation and challenges.</p> <p>Benefits/ impacts of and challenges arising from the PPP for students in the vocational schools in the 11th grade, 12th grade and graduates of the school and if students are aware of the concept PPP, their role.</p>	Teachers	Focus group and in-depth interviews
		Key Informants /MoE&HE	Expert Interview
		Governorate representative	In-Depth Interview
		Representatives NPOs	In-Depth Interview
		MoL Representatives	Expert Interview
		The head of the school	
		Technical Counselor in the school	In- depth Interview
		Graduates-Stories of success	In-Depth Interview
		Representative/C hamber of Commerce-Local level	Expert Interview
		Key Informants /Chamber of Commerce – National level	In- depth Interview

implementation at the local level?			
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1.5.4 Method: tools and sampling

The primary data were collected from the representatives and key informants in the public, private, donors and NPOs sectors in both cities, Ramallah and Tulkarm. The methods such as focus group discussions (section 6.4.1), in-depth and expert interviews (section 6.4.2), and secondary data collection (section 6.4.3) were used for field research tools.

1.5.4.1 In-depth and expert Interviews

The in-depth interviews were conducted with key informants from the public sector (n=15), the private sector representatives (n=9), donors (n=1), experts (n=3), NPOs (n=2), and graduates of successful stories (n=2). These key informants interviews enhanced deep understanding of the PPP policy cycle, actors' incentives and roles, impacts and challenges. The expert interviews enabled understanding the role of PPP in vocational education, incentives of different actors (in specific the incentives of the private sectors), and how to meet the challenges.

I spent two to three hours with each person, using structured conversation based on the research objectives. I conducted the interviews in Arabic and then translated them into English. However, there were two interviews that I conducted in English⁴. I documented the interviews in writing.

Interviewee	Number of Respondents
MoE&HE	2
MoL	4

⁴ The English language interviews were with the GIZ representative Andreas Adrian - Head of programme for TVET and Employment Promotion Programme (TEP)-(GIZ) and Michael Buchele - a representative from the FPCCIA and the TVET Unit Project Officer. The interviews were documented in writing.

Tulkarm Secondary Vocational school	8
GIZ	1
PGFTU	2
FPCCIA	3
Non-Profit Organizations	2
Governorate	1
Experts	3
Private individuals	3
Palestinian Telecommunication	1
Graduate Students	2
Total	32

1.5.4.2 Focus Group Discussion

Focus group discussions were conducted for students and teachers. There were two focus groups of students of 35 individuals of level 2 and 3.⁵ The third focus group was composed of 11 teachers who are working on programs that are involved in PPP in different models. The purpose of the focus groups was to explore the degree of awareness by students and teachers about the concept of PPP and their role as local actors, the role of the MoE&HE, the role of the school administration, the role of the private sector from the perspectives of the students and the teachers. In addition, the purpose of the focus groups was to explore incentives for the students, graduates, and teachers as well as the impact and benefits of PPP on schools, teachers, students, and graduates. Further, the focus groups served to explore the challenges in practice and what should be. The selection of the students was according to their major and gender as well.

The groups were as follows:

- 1- Twenty students of level 2 and 3.
- 2- Fifteen students of level 1 and 2 but pursuing level 4 and 5.

⁵ One focus group of 20 students who are currently studying in the school, whilst the second focus group of 15 students who are students of level 2 and 3 but pursuing level 4 and 5.

3- Eleven teachers.

The duration of the discussion was one hour and a half for students, one hour for graduates, and four hours for teachers.

1.5.4.3 Secondary Data Collection

In addition, there was a bibliographical analysis of varied resources such as books, journals, textbooks, newspaper articles, reports, documents and agreements that related to the topic and the research.

1.5.5 Methods of Data Analysis

The data were analysed based on the method used. Focus group discussions, in-depth interviews, and expert interviews were analysed using the qualitative method. The data gathered was coded and grouped systematically according to the field research questions and themes. Secondary documents were used to analyse the literature and to identify useful information related to the research.

1.5.6 Research Limitations

There were limitations for the research:

- In the Secondary Vocational School, the subject of the case study, classes for students to perform their official high school exams (Tawjihi) took place in May and July. This resulted in the head of the teachers and the teachers not being available in the school during the time the researcher was planning to interview them. Thus, the researcher had to complete all the interviews with the teacher interviewees and the focus group in only two days and squeeze the schedule to finish before school ended. Originally the plan was to conduct the interviews of the students of 11th and 12th grades in and during school. Given the timing of the Tawjihi, the researcher could not conduct interviews of the students in and during school. Thus, the researcher conducted the focus group discussion

outside the school, which took more time and efforts to call the students and gather them during their holidays.

- Ramadan (fasting month) started on 6th of June. The daily working hours of this month were shorter than usual which did not allow enough time during the day for more than one interview. Half of the interviews were conducted in Ramadan. This required the researcher to reschedule the interviews for late in the night, after people broke their fasting.
- The political situation in Palestine and the Israeli military checkpoints were on some days an obstacle for the researcher to travel between Ramallah and Tulkarm city. In May and June 2016, there were many political incidents that happened in the country and affected the inner security and the movement of the Palestinian people.

1.6 Ethical Considerations

This study had certain ethical issues. Part of the target group is the private sector. The questions required some private answers and information about their work. The private sector is always aware and has fear about researchers that they might be seeking answers for the tax department. Therefore, the researcher clarified the objectives and the purposes of the research before the interviews, in order to not create misinterpretations and further concerns of abusing the gained data and information.

The permission of the MoE&HE represented by the MoE&HE Minister was required before conducting any interviews with the MoE&HE employees, including the employees and attendees of the school (the head of the school, the teachers and the students). That was to facilitate the researcher access to the school and to meet with the MoE&HE employees. The purpose of the interview was explained to all the interviewees through emails, phone and in person before conducting the interviews.

Their consent was taken in person to use their quotes when writing the thesis. No anonymity was required.

1.7 Significance of the Research

Public-Private Partnership with the MoE&HE is considered a development issue. There is growing recognition of the relationship between the government and the private sector under the PPP initiatives and agreements in the field of education. There is no research that has been undertaken on this topic in Palestine before. Further, there is no literature on the topic of PPP in education at all in Palestine. This research explores and analyses all the stages of the PPP policy cycle in TVET, and will demonstrate the current status of the PPP with the MoE&HE in Palestine in vocational secondary schools and how political, social and economic situation have affected the process of PPP in the National TVET Strategy.

This research also examines the existing local informal PPP models between the school and the local private sector and how to strengthen PPP strategy in practice by strengthening and improving the existing local informal cooperation of PPP model. This requires change in the policy stages and starts from evaluating the local level. This includes examining: 1) the local existing and potential actors and involving them in the policy process, 2) the capacity of the local private sector that can offer services for the secondary vocational school, 3) the specific services that the school needs from the private sector to meet the objectives of the vocational secondary education. Then it proceeds to the next stages of the policy to determine each actor's role and incentives to determine regulations and other actors' roles accordingly. This is a potential policy stage for a more successful implementation of PPP policy.

Overall, the findings of this research will contribute by providing previously unknown knowledge on the subject, responding to information and awareness needs for all involved actors and decision makers. The findings should thus be useful for further academic studies and for organizations' research working on this matter. Most

importantly, it will serve usefully for evaluating and improving the PPP policy in secondary vocational education in Palestine.

1.8 Structure of the Thesis

The overall structure of the thesis is divided into five chapters. Chapter I covers the introduction part of the thesis explaining all the aspects needed to undertake data collection. Chapter II investigates studies and literature to identify knowledge gaps regarding to the PPP policy cycle, actors, roles, benefits, challenges and incentives in secondary vocational education and how that relates to Palestine to include similarities and differences. Chapter III answers the first two research sub-questions outlined in Chapter I which address the PPP policy cycle processes in secondary vocational education in Palestine. That is: 1) Identify the goals, values held and strategies of Palestine's policies on PPP in vocational education, and how they have evolved over the past 15 years, and 2) Identify strategies to strengthen the PPP in vocational education in Palestine, examine key actors role in shaping Palestine's policies on PPP in vocational education, and determine key actors interests, constraints and challenges for partnerships between public institutions and private sectors through the strategy process and examining the current situation of the Public-Private Partnership and the future PPP strategies. Chapter IV is a case study that answers the third and fourth research sub-questions. These sub-questions explore and analyse how Palestine's policies on PPP have been implemented in practice, in terms of shaping curriculum, school management and staff training, identify the real actors in the implementation phase, and investigate the local models of the partnership with the vocational school including, challenges, type and level of cooperation and incentives of the private sector. Chapter V serves as the concluding chapter that includes recommendations and suggestions to improve the PPP strategy for policy makers to include the public and private sectors as well as donors.

CHAPTER II

LITERATURE REVIEW

This section discusses current literature and seeks to identify the information gaps about PPP in vocational education and in education, in general as well as in Palestine. The following topics will be discussed: Section 2.1 - Background politics in Palestine; Section 2.2 - Education in Palestine (Elementary and Secondary education); Section 2.3 - Secondary Vocational Education in Palestine; Section 2.4 - The private sector in Palestine; Section 2.5 - PPP in education in general in Palestine; Section 2.6 - PPP in Vocational Education globally; and Section 2.7 - Overall Knowledge Gap.

2.1 Background Politics in Palestine

After the British officially withdraw from Palestine in 1948 and the declaration of the State of Israel, the Arab countries refused to acknowledge the division of Palestine and the declaration of Israel. The war started between Israel and the Arab countries of Egypt, Jordan, Lebanon, and Syria. Israel started to expand their territories in what Palestinians call the 1948 disaster (Nakba in Arabic). Many Palestinian villages were destroyed, 750,000 Palestinians were forced to leave their homes. They fled to the West Bank as well as to neighbouring Arab countries. Many of those who fled have been living in the refugee camps since they fled.

In June 1967, the Arab-Israeli War of 1967 began. Israel launched an air attack on Egypt, Jordan, and Syria in response to 1) the request by Egyptian president Nasser that the UN withdraw its forces from Egyptian territory and 2) the build up of Arab armies along Israel's borders. After 6 days, a cease-fire was declared and Israel occupied the Sinai Peninsula, the Golan Heights, the Gaza Strip, and the West Bank. On November

22, 1967, the UN Security Council adopted Resolution 242, the land for peace formula, which has been the starting point for further negotiations (Beinin & Hajjar, 2014).

In 1987, the first Intifada (uprising) against the Israeli rule in Gaza and the West Bank took place. The violence intensified as the Israeli army cracked down and Palestinians retaliated. More than 20,000 people were killed by the Israeli's military attacks. In 1991, the U.S. and the Soviet Union organized the Madrid Conference in which Israeli, Lebanese, Jordanian, Syrian, and Palestinian leaders met to establish a framework for peace negotiations. In January 1993, talks in Norway between the Palestinian Liberation Organization (PLO) and the Israeli government began for a peace agreement. In September 1993, Palestine and Israel signed the historic "Declaration of Principles." Yasser Arafat recognized the right of the State of Israel to exist in peace and security, and Israel recognized the PLO's autonomy. The Palestinian National Authority (PNA) was formed in 1994 (Aljazeera, 2009).

In 2000, the second Intifada (uprising) started. As a result, the Israeli military invaded and destroyed the infrastructure of all the public sectors in Palestine. The continuous expansion of the Israeli settlements resulted in the confiscation of most of the Palestinian lands. In 2002, Israel started building the Apartheid Wall that surrounds all the Palestinian cities in the West Bank, under the guise of protecting Israel from Palestinian suicide attacks. The actions of Israel have resulted in the death and injury of thousands of Palestinians, especially youth and left thousands of youth in the Israel jails (American Muslims for Palestine, 2012). The Palestinian population has been exposed to imprisonment, military attacks, killing, torture, house demolitions, land confiscation and movement restrictions. Many have experienced persecution, deprivation, discrimination and injustice. The Israeli occupation has negatively affected the social, the cultural and the economic situation of Palestine and Palestinians to include unemployment among youth and the debilitated roles and relations of the government and the private sector. This all was the result of the Israeli occupation since 1948 till now the year 2016.

2.2 Education in Palestine (Elementary and Secondary Education).

Palestine has suffered more than 67 years of conflict under the Israeli occupation of armed conflict, military incursions, and violence. The Israeli occupation has violated the rights of Palestinians to education. The occupiers have damaged and destroyed property and schools; arrested and detained students; disrupted schooling; restricted movement including access to education and schooling; and has imposed restrictions

from the Israeli Civil Administration (ICA) on developing educational infrastructure (World Council Churches, 2013, p. 5). Many schoolchildren in the occupied Palestinian territory (OPT) still have restricted access to quality, protected education due to military checkpoints and settler violence. Some of these communities are in need of urgent humanitarian assistance to participate in protective education processes. These problems result in drop-outs, lack of attendance, decreased learning time in school, and deterioration of the quality of learning (World Council Churches, 2013, p. 7).

In 1994, the Oslo Accords led to the establishment of the Palestinian National Authority (PNA), which assumed partial control of administration and services in many areas of Palestinian life, including education. The MoE&HE was established under the PNA that same year. After 1994, the education sector saw significant advances. Enrolment in all schools substantially increased, school construction and rehabilitation became priority, and the MoE made progress towards greater inclusiveness in schools – particularly for girls and children with disabilities.

Under the education sector reform, the MoE&HE managed through the work of the emergency plan and the first development plan 2001-2005 (Palestinian News & Info Agency, 2007) to contribute significantly to the advancement and education sector reform by fostering on five general values held. They are (1) education is a human right; (2) education is the foundation of citizenship; (3) education is a social, economic development tool; (4) education is a tool for democracy; and (5) education is a continuing and renewable process. It also adopted at various levels the principle of partnership with the local community, the private sector, the United Nations Relief Agency for Refugees (UNRWA), and also the international community, in order to ensure inclusiveness and integration in the work to reach the desired goals and also to benefit from the experience and expertise in the field of education (Palestinian News & Info Agency, 2007).

The MoE&HE also addressed early childhood education programs as well as technical and vocational training. There are three kinds of schools in Palestine: government schools, UNRWA schools that control the education system in the refugee camps, and private schools. Accordingly, the education environment, supervision, donors, number of students and teachers, quality of education and outcomes, political policies and agenda, kind of partners, and other challenges vary from one kind of school to another.

In 1994/1995, there were 9 MoE⁶ directorates in the West Bank, in 2007/2008 it increased and reached 16 directorates with seven government higher education institutions. Each directorate is headed by one director who is assisted by two deputies (one administrative deputy and another technical deputy). There are 2,038 government schools in the West Bank with an annual increase rate of five percent. The number of employees in the schools has experienced an annual increase rate of 14.5 percent (Jerusalem Media and Communications Centre, 2011).

In 2010-2011, protecting education under occupation was a critical humanitarian concern in Palestine, especially as there has been an increase of attacks on schools. The UN Monitoring and Reporting Mechanism (MRM) noted that in 2010 there were 24 attacks on schools in OPT, which directly affected 7,071 students. In 2011, there were 46 attacks on schools. Between January and August 2012, there were 17 documented attacks on schools in the OPT, resulting in damage to educational facilities and disruption of schooling affecting 9,357 students. The most commonly reported incidents are airstrikes on schools in the Gaza Strip, military use of premises, settlers' related violence, and military demolitions of schools in the West Bank (UNICEF, 2013). However, this situation has not ended. The schools and its students are under the threat of Israeli invasions and attacks at any time.

2.3 Secondary Vocational Education in Palestine

Secondary vocational education in Palestine is two years in duration. It occurs in the 11th and 12th grades (level 2 and 3 of the TVET system). It has four branches: industrial, commercial, agriculture and nursing. There are 18 vocational schools in the West Bank. The vocational education programs in secondary vocational schools aim to provide the market labour with skilled labourers and professionals in industry, agriculture, trading and nursing. However, the secondary vocational education has weaknesses. Its weaknesses are embodied by the shortage of specialized teachers, the weakness of the

⁶ The Ministry of Education and Higher Education (MOE&HE) was first established and took responsibility in 1994. In 1996, the MOE&HE was divided into two separated ministries: the Ministry of Education (MoE) and the Ministry of Higher Education (MoHE). Then in 2002, the two ministries were merged again to become one ministry which is the MOE&HE. In 2012, they were divided and then merged again in 2013. (MoE&HE Website) : <https://www.mohe.pna.ps/mohe/mohecreation>

curriculum in some disciplines, and weak cooperation with the private sector, resources and infrastructure (Thabet, 2013).

Students spend half of these two years studying academic subjects and half studying practical subjects and training. The importance of vocational education compared to higher academic education is still limited. The Palestinian society still prefers traditional academic education to vocational education. A high proportion of the students enrolled in secondary vocational education schools are marginal students with a low grade point average (GPA) at secondary high school (El-Jafari, 2010).

Enrollment in secondary vocational education is low. Only 5.06% of the total number of students in the secondary cycle in 2007/2008 are enrolled in secondary vocational education, up from 4% in 1999/2000. The main reason for the low percentage of enrollment in vocational education schools is the negative regard Palestinian society has for technical and vocational education (United Nations Educational, 2014).

2.4 The private sector status in Palestine and first PPP initiatives

The Palestinian private sector in Palestine is represented by a number of specialized institutions. These institutions provide a wide range of specialized services that benefit their members and support them in their business endeavours and improving the business enabling environment. These institutions are:

1. Federation of Palestinian Chambers of Commerce, Industry and Agriculture (FPCCIA)
2. Palestinian Federation of Industries (PFI)
3. Palestine Trade Centre – Pal trade
4. Palestinian Federation of Businessmen's Associations (PALBA)
5. Palestinian Information Technology Association of Companies (PITA)
6. Palestinian Banking Association
7. Palestinian Contractors Union
8. Union of Insurance Companies
9. Administrative Services for Tourism Industry (ASTAP)
10. Shipper's Council (National Economic Dialogue Program, 2009).

Since the PNA was formed, the engagement of the private sector has become important for finding proper holistic and sustainable solutions to community problems, a joint

definition of the problem, and a shared solution for more responsiveness, transparency and accountability to Palestinian communities. The PNA believes that the Palestinian private sector is the engine for economic development. This belief is reflected in the adoption of the PPP as a major foundation for a strong economy by enabling business and the investment environment by enhancing the role of the private sector (National Economic Dialogue Program, 2009). The Palestinian private and public sectors jointly initiated and adopted the first National Trade Dialogue Program (NTDP I) in 1999. Further efforts include the Joint Economic Committee of 2004, the National Task Force in 2005 and the Competitiveness Council of 2006, and the National Economic Dialogue Program (NEDP) in 2008. These initiatives addressed the role of the private sector under the political situation of the Israeli occupation and conflict in investment and economy and its role in the development of economic policies (National Economic Dialogue Program, 2009).

The private sector is a key driver for economic growth and job creation. In 2012, private employment reached 584,000 (67.5%) with an average annual increase of 6%. Public employment with the PNA in 2012 amounted to 192,000 (22.5%) with an annual increase of 5% ⁷ (European Training Foundation, 2014). Believing in the private sector role and its importance for human and economic development, the donor community has supported private sector development by financing physical and institutional infrastructure (The World Bank Group, 2006, p. 33). The private sector development and the promotion of small enterprises are important goals of the Palestinian National Authority, laid down in the Palestinian Reform and Development Plan 2008-2010 as well as in the National Development Plan (Jenders, 2012, p. 17). However, Palestinian enterprises have remained hostage to political instability, unresolved conflict, and continued restrictions on movement and access which cause lack of security and uncertainty for the private sector and fragmentation (World Bank, 2014).

⁷ About 68% of West Bank workers are employed in the private sector, 15.8% in the public sector and 13.8% in Israel. The public sector is the largest employer in the Gaza Strip, accounting for 55% compared with 39% in the private sector (European Training Foundation, 2014). The total number of unemployed Palestinians soared by more than 25 per cent in 2014 (International Labour Organization, 2015).

2.5 PPP in Education in general in Palestine

One of the main elements of the Palestinian MoE&HE reform plan in the education sector is developing and adopting, at various levels, the principle of partnership with the local community, the private sector, the UNRWA, and the international community. This is to ensure inclusiveness and integration to reach the desired objectives of education system reform based on the five basic elements that the MoE&HE adopted (education is a human right, education is the foundation of citizenship, education is a social and economic development tool, education is a tool for democracy, and education is continuing and renewable process). The principle of partnerships also seeks to benefit from the experience and expertise in the field of education (Palestinian News & Info Agency, 2007).

Since the PNA took control of the education system in 1994, the MoE&HE signed many partnerships with some of the biggest private sectors in Palestine like the Arab Bank, the Palestinian Telecommunication, and Al-Watania Mobile. The cooperation with the private sector has increased year after year and the number of PPPs has also increased with different kinds of private sectors with different capacities and in different programs and goals. These include developing electronic education in Palestine, mental health support, improving schools and education, environment and other education services for students like scholarships and innovation. The MoE&HE has signed more than 75 partnerships with local community institutes and private sectors in the beginning of the year 2016 (MoE&HE, 2016).

However, the PPP experience in the Palestinian education sector is still modest and in the improving phase. This cooperation and agreements between the MoE&HE and the private sector are in the model of Memorandum of Understanding that represents the social responsibility of the private sector and its support for development through education.

2.6 PPP in Vocational Education globally

This section explores PPP in vocational education in other geographic regions such as Kazakhstan, Nigeria, Bangladesh, and China as a means of comparison and lessons learned. These countries employ PPP in secondary vocation schools to improve the quality of education to ensure that graduates have the ability to be employed and are employed as skilled workers. The purpose for selecting the models of the countries studied is to address how other countries have used PPP while determining how Palestine can benefit from their experiences. The selection of these particular countries is based on their use of PPP. It is not based on any other criteria.

In Kazakhstan, the factors for PPP in vocational education include 1) engaging employers to improve system level governance by involving social partners in the planning for vocational education and training and 2) government interest in sharing the cost of vocational education with employers. There is a sense among local educators that the quality of the education will be improved by employer involvement in curriculum and testing, particularly in the development of the educational standards or a national qualifications framework and there remains a need to engage employers at the local level in the teaching and learning processes (Hawley, 2007). The main reasons for PPP in vocational education in Kazakhstan are the main reasons of PPP in vocational education in Palestine. That is, to improve the quality of education and to match the outputs of the vocational education with the market as well as improve the level of governance.

In Nigeria, PPP in Technical Vocational Education and Training (TVET) system was recognized as producing a competent workforce that can compete and excel in a rapidly changing environment while improving the country's economy. Private Public Partnership is of great importance in Nigeria to economic growth. Because of growing pressure to find new and better ways to succeed in the innovative field of the labour market and to reach the poorest areas of the society, the public sector (government) is looking to the private sector for leadership, technical expertise, and innovative ways to finance some societal projects and services. Further, partnerships permit governments to improve on their services and programs by offering complementary services, such as vocational training, occupational and career education, workplace training/education, technical assistance, and public programs to encourage public support. In Nigeria, the reason for PPP in vocational education is to aid economic growth. The goal of economic

growth is the similar to Palestine PPP strategy goal in vocational education. The goal of economic growth is to be aided by improving the quality of the vocational education through the support of the leadership and experts of the private sector. Moreover, there are two challenges mentioned by (Okoye & Chijioke, 2013) which are the same in Palestine. That is, the image picture of TVET and inadequate funding of TVET are part of the major problems (Okoye & Chijioke, 2013).

Bangladesh suffers in that the educational system produces entrants with qualifications that do not match the requirements of the productive sectors in the market. This results in increased unemployment and poverty. To solve this, Bangladesh, through the National Education Policy 2010, included strategies regarding PPP and indicated that the private sector can become involved in skills development in the TVET institutions to increase both the quality and quantity of the TVET outputs. This was by introducing the Apprenticeship program to create opportunities for Public Private Partnership in the TVET sector (Tansen, 2012).

The National Skills Development Policy of Bangladesh stated that financial support will be provided to private training organizations. Any Skills Development Project can pilot a partnership and bring public authorities and private sector or NGOs together to be market responsive rather than supply-driven. Employer representatives identify occupations where training gaps exist and specify the required skills standards. In Bangladesh, there are TVET institutions that work under the PPP that provide workers for the market in certain profession to ensure they are demand-driven, not supply driven. However, there are many challenges for PPP in Bangladesh. The challenges include (1) the multiple ministries and private enterprises offering training courses without common curricula or standards, (2) private training institutions are not regulated, (3) instructors generally lack practical experience and classroom equipment, so they teach mainly theory, and (4) TVET managers and teachers often fail to recognize their roles in promoting employment and employability (Tansen, 2012).

Thanes (2012) emphasizes the importance of PPP and the role of the private sector to provide public services for the TVET institutions which is the same in Palestine. That is, to reduce unemployment by creating job opportunities and matching the outputs of the education with the needs of the market. However, in Bangladesh, the kind, the size and the capacity of private sector that is involved in the PPP is different from the private

sector in Palestine. This led Bangladesh to different models of PPP in vocational education to be able to meet the incentives of both sectors. In contrast to Palestine, this gave credit and power for the private sector in Bangladesh to be more influential and have a stronger role and involvement in PPP policy making in vocational education.

In China, as a basis for assessing the quality of secondary vocational schools, policy-makers focus on specific benchmarks. One of these benchmarks is the degree to which the school curricula are linked to practical skills in the workplace valued by the market (practical training). Schools have been encouraged to develop close partnerships with local enterprises. Schools are supposed to provide opportunities for students to participate in internships. The most common type of partnership between schools and industry is sending secondary vocational school graduates to enterprises as full-time employees with the goal that then students can find a job through this partnership. The second most common type of partnership involves inviting industry professionals to train teachers or to teach classes to secondary students. The least common type of partnership is the formulation of a joint curriculum. PPP in China has the same goals of PPP in Palestine. That is, to improve the quality of the secondary vocational education to provide the market with force labour by linking the education outputs with the practical skills in the workplace (Yi, 2013). These kinds of partnerships with the private sector are possible in Palestine. They will require the support of the government and the donors to improve not only the skills of the students but also the skills of the teachers as well as to create strong relationships with the market inside and outside the school.

2.7 Overall Knowledge Gap

There exists no prior research regarding PPP in general in Palestine, on education in Palestine, and specifically on secondary vocational education in Palestine. My research is the first. The few academic writings about the PPP in Palestine fail to address PPP in education. Thus, to fill this gap, this research examines the policy cycle of PPP in vocational education in Palestine (actors and their roles, their incentives, goals, and challenges through the strategy processes). All of these policy elements are different in quantity, quality and level of participation and degree of achieving goals and incentives

for other PPPs in other public sectors like PPP in water, energy or municipalities. So, it is crucial to explore these issues in specific in PPP in vocational education in Palestine. There is substantial literature about PPP in vocational education in countries around the world. However, these countries are different from Palestine in their education systems, including the vocational education, the environments, and the political, social, cultural environments that affect the success of PPP policy. This research will examine PPP in vocational education in Palestine at the national and at the local level as there are many factors that affect the models used in PPP and relationship between the national and the local level in applying the strategy in practice.

The literature reviews emphasize the benefits and challenges of the PPP in different countries, however, they do not address the policy cycle of the PPP in vocational education. There exist no studies that examine the different kinds of PPP models of the informal cooperation that exists at the local level. In contrast, my research explores these models, the reasons why these models exist at the local level, and the identity of the actors involved and their roles. Moreover, while the literature explores the importance of PPP for public sector and addresses how the private sector is an important actor for the public education process, it fails to address the incentives and the importance that the PPPs bring to the private sector and how to involve the right actors to achieve the private sector's incentives to create efficiency and sustainability for PPP projects.

Lastly and most importantly, the literature that explores PPP in vocational education fails to specify secondary vocational education as an independent topic by itself. In this research, the researcher is addressing PPP in secondary vocational education as an independent institution different from the higher vocational education and different from the training vocation. The pre-existing literature uses the acronym "TVET" to indicate secondary vocational education, higher vocational education and vocational training. This creates confusion, challenges and weaknesses for the PPP strategy for the involved actors through all the strategy process, especially the implementation phase which is the most important as the secondary vocational education has different educational outputs and objectives. That is, providing the local market with skilled and craftsmen. By addressing PPP in secondary vocational education as an independent institution different from higher vocational education and different from the training

vocation, the researcher can analyse and determine the actors, their roles, challenges, and secondary vocational education objectives while best pinpointing how to improve the PPP strategy for secondary vocational education as an important and independent stage of vocational education by itself for human development and economic development as well.



CHAPTER III

The Emergence of PPP in Vocational Education in Palestine

This chapter aims to explain and analyse how the policy of Public-Private Partnerships (PPP) in secondary vocational education has been designed as a policy and implemented in practice. This includes the goals, values held and strategies of Palestine's policies on PPP in vocational education, and how they have evolved over the past 15 years (research sub-question 1; see section 1.2). Further, this chapter explores and analyses how key actors (government, private sector, and international donors) have strategized to shape Palestine's policies in PPP in vocational education, and how this reflected their interests and objectives (research sub-question 2; see section 1.2).

The emergence of PPP in Technical Vocational Education and Training (TVET) was part of the National TVET Strategy for the TVET system reform. The TVET system includes secondary vocational education, higher vocational education and vocational training. In 1995-1996, following earlier reforms of the wider education system, the MoE&HE started to work on creating PPP strategy for TVET by involving actors from the public sector, private sector representatives and international donors. These policy reforms, and their implementation, have continued until the present. Section 3.1 introduces the chronology of the policy cycle on TVET policy and PPP strategy. Section 3.2 introduces the first phase of Agenda Setting (1995-1997). Section 3.3 introduces the first phase of Policy Formulation (1998-1999). Section 3.4 introduces the first phase of Policy Implementation (2000-2005). Section 3.5 introduces the second phase of Agenda Setting (2005-2006). Section 3.6 introduces second phase of Policy Formulation (2006-2011). Section 3.7 introduces second phase of Policy Implementation (2011-present). Section 3.8 analyses how inclusiveness of actors is a

challenge for the National TVET Strategy and PPP implementation. Section 3.9 summarizes the chapter.

3.1 Chronology of policy cycle on TVET policy and PPP strategy

The table below outlines the key stages, events and actors in the evolution of the TVET policy and PPP strategy. The details of each stage are then discussed in the subsequent sections of the chapter.

Date	Stage	Key events	Actors involved
1994-1997	Agenda Setting phase 1 (Section 3.2)	-PNA was formed - MoE&HE was established - Working on the National TVET Strategy begins for TVET reform	-MoE&HE, TVET institutes staff, MoL, FPCCIA, PGFTU, international donors led by GIZ, students, school graduates, families, experts, and the media.
1998-1999	Policy Formulation phase1 (Section 3.3)	-Main actors and their roles were defined by the government. - MoE&HE was divided into two ministries; MoE and MoHE, but	MoE and MoHE MoL, FPCCIA, PGFTU, GIZ, the media.

		<p>recombined in 2002.</p> <ul style="list-style-type: none"> -Policy values held, objectives and strategies were defined -Government adopts the formulated TVET policy in 1999 - The Higher Council of TVET was formed -New majors, schools and curriculum established under the TVET policy. 	
2000-2005	Policy Implementation 1 (Section 3.4)	No implementation due to the second uprising and political conflict (see section 3.4)	<i>Not applicable</i>
2005- 2006	Agenda Setting 2 (Section 3.5)	-Two governments were established /	MoE&HE, TVET institutes staff, MoL, FPCCIA,

		<p>one in Gaza and one in the West Bank.</p> <p>-MoE&HE was split into two Ministries, In Gaza and the West Bank.</p> <p>-The new government started to revise the strategy that was adopted in 1999.</p>	<p>PGFTU, GIZ, students and school graduates and their families, economic/market experts, and the media.</p>
2006-2011	<p>Policy Formulation 2 (Section 3.6)</p>	<p>-Re-evaluation of the National TVET Strategy</p> <p>-The Higher Council of TVET was activated</p> <p>-Revised policy was produces</p> <p>-Curriculum change</p> <p>-New schools were built.</p>	<p>MoE&HE, MoL, FPCCIA, PGFTU, GIZ and the media.</p>
2012 - present	<p>Policy Implementation 2</p>	<p>-PPP models at the local level started taking the MoU</p>	<p>MoE&HE, TVET institutes staff, MoL, FPCCIA,</p>

	(Section 3.7)	<p>with NPOs and private sectors, besides the informal cooperation with some individual private sectors.</p> <p>-After a couple of years of implementation, shortcomings emerge including teacher capacity to teach curriculum, and concerns raised by NPOs</p>	PGFTU, GIZ, NPOs and individual private sectors and the media
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3.2 Agenda Setting phase 1 (1995-1997)

In 1994 the Palestinian National Authority (PNA) was formed. In 1995, it took control of the educational system including the vocational education and formed the MoE&HE. The PNA found that the vocational education was completely destroyed because of the Israeli formal occupation between 1948 and 1994⁸ and its consequences of war, conflict, and the uprising that affected negatively infrastructure, human resources and economic development. The political situation has affected the Palestinian education system overall, including the curriculum, methods, staff, facilities, infrastructure, the objectives and the outcomes. Compared to some educational sectors, TVET is not

⁸ Although the PNA took control in 1994, Palestine and the PNA remain heavily under the influence of Israel.

especially politically sensitive, although Israel's influence on Palestine's economy affects the ability of TVET graduates to find employment.

The problems and concerns about the TVET system and the education outputs were raised by TVET institutes' staff, students, graduates and their families, the MoL, international donors, private sector representatives, experts and the public media. The mentioned actors expressed how the current status of the TVET affected their work and their work objectives, outputs and efficiency. The concerns were conveyed to the TVET administration in the MoE&HE. The government recognized that there should be serious and practical action to address these problems and concerns.

3.2.1 Defining the problem in the agenda setting

The main problems faced by vocational education in Palestine in the mid-1990s were as follows, and largely jointly recognized amongst most interviewees (e.g. MoE&HE1, Expert Interview, 22.05. 2016; T-EXP, Expert Interview, 17.05.2016 and MoL2, Expert interview, 24.05.2016):

- 1- In the past, the vocational education couldn't meet the needs of the society with workforce that is skillful and able to meet the increasing and changing needs of the market because the lack of certain professions and craftsman who don't have the up-to-date skills and knowledge that are required in the market. Limitations in the vocational schools included:
 - The lack of qualified teachers, technicians and professions in the vocational education schools, also because of the lack of the up-to-date skills and knowledge.
 - The lack of infrastructure and equipment and the inadequate budget allocated by the government for the vocational education.
 - The old curriculum that produces students with education outcomes that fail to meet the needs of the market and the private sector.

- The weak cooperation between the vocational education schools as providers and the private sector as employers.
 - No existing laws and regulations for TVET system.
- 2- The weak economic situation in Palestine results in dependence on the Israeli economy while policies limit investment and the role of the private sector. The vocational education is the source of human resources development that results in the economic development in the community;
 - 3- Ninety-eight percent of the students join the academic secondary education of either the scientific or the literary branches. That means that only two percent of students enter into secondary vocational education schools. Most of those entering secondary vocational school have low grades. However, currently some students with higher grades are also attracted to vocational education. The attraction of secondary vocational school for those with higher grades can be interpreted as reflecting perceived opportunities for employment on graduation. On the contrary, the graduates of the scientific and literary secondary education who enter university are unable to obtain employment when they graduate because they lack the practical skills that the market needs. As a result, this has increased the percentage of unemployed graduates. As such, it has affected the country's economic situation and the challenges faced by the private sector within it. Correspondingly, there is a gap in the market and a high demand for skilled labour graduates from the secondary vocational schools.
 - 4- The increasing population and the increasing number of local industries increase the demand for more skilled labour and workforce who graduate from the vocational school.

There were also some viewpoints that were particular to the private sector. Private sector opined that in the past the problem was that they were not recognized as a decision maker in the TVET system and did not take part in the TVET design, training and management. However, at the same time, they were often asked by the government to cooperate and offer public services, training and infrastructure for the TVET

institutes. The private sector is the sector that receives the graduates of the vocational school either for training or for working. Therefore, the private sector contends that it should have a significant amount of influence in being part of TVET system planning, designing and implementation. Should this happens, the private sector maintains that it is more willing to contribute their inputs to improve the quality of the vocational education and then make the implementation process more successful and efficient (FPCCIA1, Expert Interview, 07.06.2016 and PGFTU1, Expert Interview, 09.07.2016).

3.2.2 Issues get on to the public agenda

The government realized that one of the most efficient strategies to deal with these problems is to bring together the affected actors by these issues, in particular, the private sector representatives to take part of all the processes that integrated PPPs into the National TVET Strategy reform. In addition, the donors represented in the GIZ insisted on the involvement of the private sector in every project or program on vocational education that they support. The GIZ believes that the private sector is the main key for human resources and economic development.

According to Director General of Vocational Education in the MoE&HE:

“In 1995, after the Palestinian Authority took control on MoE&HE, it started working on the National TVET Strategy for TVET reform. This reform required including the private sector as a main partner through all the strategy processes” (MoE&HE1.Expert-Interview, 22.05.2016).

It is the private sector that trains the vocational school students and hires graduates after they complete their studies. This created strong and close relationships between the graduates and the private sector. It enabled the private sector to learn what skills and weaknesses that vocational school graduates have. It further enabled the private sector to ascertain the requirements to change and adopt in the curricula. And finally, it permitted the private sector to assess the learning methodology required for graduates to improve and strengthen their skills to meet the needs of the market. The private sector has the capability to provide the vocational schools with infrastructure for training,

advanced developed equipment, and experts as well. It is a necessity to have the private sector as an actor in the PPP strategy. Including the private sector representatives in the policy formulation allows them to set their goals, values held and strategies which, to some extent, are different than the goals, values held and strategies of the public sector and other actors. Accordingly, the government actors, the donors and the TVET employees agree that considering the private sector is a key element for improving the quality of TVET education.

According to an interview with a TVET expert:

“It was very important to have a partnership with the private sector because the private sector represented the demand of the market.” (T-Exp, Expert-Interview, 17.05.2016).

3.3 Policy Formulation phase 1 (1998-1999)

As the problem became defined, the government then identified key partners for implementation. The PPP strategy in TVET was formulated and officially signed by the Palestinian Legislative Council and adopted by the Palestinian MoHE in 1999. The policy of TVET was formulated mainly by the government/the public sector and other actors from the private sectors and donors, and to lesser extent by the TVET institutes staff including head of schools and teachers. Non-profit Organizations (NPOs)⁹ were not especially visible at this stage of the process, although NPOs joined some meetings.

The actors from the public sector were the MoHE (as the main actor), the MoE, and the Ministry of Labour (MoL). Actors from the private sector were the Federation of Palestinian Chambers of Commerce, Industry and Agriculture (FPCCIA) and the Palestinian General Federation of Trade Unions (PGFTU). The European Union (EU) and the German funds, as represented in the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), are the main international donors.

⁹ NPOs are guilds that control the registration for work of particular crafts, such as for Electricians and Cosmetics. People in these crafts are not permitted to work without being registered with the NPO. NPOs are not to be confused with Non-Government Organizations (NGOs). NGOs are highly politicized organizations in Palestine, and were not involved in the TVET process related to the role of PPPs.

According to an interview with the Director of Vocational Education in the MoE&HE,

“The formulation phase included four basic elements which were: develop new majors, develop new curriculum and learning methodologies, develop relationship with the market and the private sector, and develop regulations for the TVET system.” (MoE&HE2, Expert Interview, 08.06. 2016).

In the following, I briefly discuss policy goals, values held and strategies (section 3.3.1); developing new majors (section 3.3.2); developing new curriculum/new learning methodologies (3.3.3); developing relationship with market/the private sector (section 3.3.4) and developing regulations for the TVET system (section 3.3.5).

3.3.1. Policy goals, values held and strategies


The goals, values held and strategies of the PPP policy in TVET were defined according to the different main actors’ interests. Most interviewed actors involved in the policy formulation stage shared a number of mutual values held and goals that included:

- Quality of vocational education to increase efficiency and effectiveness of vocational education that will increase employability.
- Value and empower the private sector.
- Create a shared vision and shared definition of the problem and solutions to improve decision-making and governance level (learning as a cooperative and interactive process).
- Share resources and secure funds to develop human resources and labour workforce for the local market.
- **Change cultural perceptions of actors involved in vocational education to value its importance for human and economic development.**

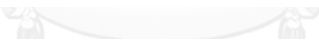
However, each actor also had some different other values held, goals and strategies that meet their own interests.

The public sector was represented in the ministries of the MoHE, the MoE and the MoL who had their values held, goals and strategies to start a PPP policy in TVET. As a government and public sector actor, education quality, human resources and economic development were their main values held in PPP in TVET. That is, quality of vocational education output to meet the needs and the demand of the market by providing students and TVET employees with the necessary resources, skills and knowledge.

The private sector representatives' values held of PPP in vocational education were to have influence over the quality of TVET education. The private sectors considered themselves as an important actor to be in decision making with the government relating to the TVET system and its outputs. According to the PR manager in FPCCIA-Ramallah:



“The private sectors train, work and employ the TVET institutes graduates. It was important for us to be part of all the PPP process in TVET to guarantee that the graduates will get the necessary skills and knowledge be qualified to be involved in the market and meet its demand.” (FPCCIA1, Expert Interview. 07.06.2016)



The role of the FPCCIA and the PGFTU as main actors in the PPP in TVET was to represent the private sectors' interests, the needs and the incentives of its members, in particular those who provide public services for the TVET institutes, and those who have the potential to cooperate with the TVET institutes in the future. The private actors work in the market. They know the needs of the market as a result of studies and research they conduct. Further, they understand the needs of the market through their close and direct relationship with the clients who represent the demand in the market.

The GIZ provided grants for the Palestinian government and the MoHE. The grants employed the PPP strategy in TVET within certain values held like quality, human resources building, employability, work labour force development, PPP policy, private sector empowerment, and governance. These values held of the GIZ aim to bring the private sector to the decision-making table through improving the level of the governance. An improved level of governance enhances decision-making. Further,

shared resources and vision improve the quality of the vocational education. And finally, developed human resources affects the local market by increasing employability. The GIZ, as an international donor, undertook the responsibility to provide funds for creating a new practice for PPP policy in TVET system. Further, the GIZ assumed responsibility to create the right environment for all the actors to work for a successful PPP in the TVET system.

3.3.2. Developing new majors

The needs of the market and the private sector were the main factor that defined the professions being taught in the vocational schools. This was a result of studies and research by the various actors involved for the market and the private sector's needs and demand.

According to the Director General of Vocational Education in the MoE&HE,

“We have agreed to develop some majors, add new ones, and cancel some other majors. This was a result of the increasing demand of the market and the private sector for some professions and the less demand for others.”(MoE&HE1, Expert-Interview, 22 .05. 2016).

Many existing majors were revised as a result of changes in technology use in Palestine. For example, skills and knowledge for car mechanics is more advanced than the past. Other majors were cancelled. For example, majors in radio and television were cancelled because the market is full with graduate of this profession while no demand exists for it. Finally, totally new majors were opened. The first new major was in the Nablus Secondary Vocational School in 1998. It was in electronic and computer maintenance. This new major was limited to boys. However, also in 1998, new majors were opened for girls for the first time in the history of the secondary vocational education in Palestine in the Hebron Secondary School.

3.3.3 Developing new curriculum/new learning methodologies

In 1999, a new curriculum was designed and issued with the new learning methodologies of competency-based learning approach and complex-tasks approach. The new learning methodologies depended on creativity in learning, models systems, learning by doing and professional analysis. These new methodologies supplanted the traditional methodologies that teach students only to learn and deal with the system as parts rather than a whole. The traditional methodology made it challenging for the students to work in the market as they did not have the ability and the skills to work with the system as a whole. It was the donor represented in the GIZ that proposed the new curricula learning methodology. The new methodology transferred a German experience in vocational education learning methodology. The new curriculum was designed through the support of international and German experts.

A new subject was added to the vocational education curriculum. It was social communication and leadership skills. These skills fill an important need. The vocational school graduates need to have the ability to interact with clients in the market. However, in the end, this was not implemented in the schools.

3.3.4. Developing relationship with market/the private sector

As mentioned in section 3.2.2 the MoHE, the MoL and the donors agreed to bring the private sector representatives to be part, to some extent, of the PPP policy as integrated in the National TVET Strategy reform. Since the PNA assumed control of the education system in 1994/1995, it started cooperation and implemented agreements with the two private sector representatives of the FPCCIA and the PGFTU. The cooperation and the agreements were to bring the private sector closer to the public decision-makers and make them provide their inputs during the strategy processes. This was facilitated by attending meetings, workshops and training that relate to the TVET system. It was further enhanced through conducting shared research and studies for the market and the private sector needs and demand.

3.3.5 Developing regulations for the TVET system

Beyond the National TVET Strategy document itself, developing regulations, laws and legal framework for the TVET system including the PPP on the National TVET Strategy was stated as very important to define the actors' roles, incentives and their

level of participation in the TVET system, especially for the private sector. However, until now, these regulations have not been prepared (FPCCIA1, Expert Interview, 07.06.2016; MoL1, Expert Interview, 22.05.2016 and; MoE&HE1, Expert Interviews, 25.05.2016).

3.4 Policy Implementation phase 1 (2000-2005)

From 2000-2005, practically no progress occurred with regard to any policy or strategy of the PNA that was prepared between 1995-2000, including the National TVET Strategy. The lack of progress was due to the political situation and the Israeli military attacks on Palestine. In 2000, the second Intifada (uprising) started. The Israeli military invasions targeted and destroyed all the infrastructure of all the ministries and the public institutions. Further, there were closure and curfew between Palestinian cities and villages. Closure and curfew stopped all aspects of life and people's movements and communication. This lasted until 2005.

In 2006, there were elections. The opposing Hamas political party won the elections. A new government was formed with new policies that were completely different from the policies of the previous Fatah political party. This has resulted in internal political conflict in Palestine and an international boycott of the new government. In 2007, a coup occurred that led to the establishment of two authorities: Fatah in the West Bank and Hamas in the Gaza Strip. This deepened further the domestic political crisis.

The political situation affected the international donors and funds. International donors stopped their support for the government when the Hamas political party won the election and took control of the government in 2006. This political situation and its consequences have affected the implementation process of the National TVET Strategy and the PPP policy. According to an interview with the TVET Unit Project Officer in the FPCCIA,

“There was a big challenge for the implementation for the policy because of the political situation that affected the donors and the international funds for the government” (FPCCIA2, Expert-Interview, 07.06. 2016).

The continuous change in the government and its ministers has also affected the National TVET Strategy and PPP strategy and its process.

According to an interview with the PR Manager in FPCCIA,

“Also, we have a big challenge with our government, as the continuous changes in the ministers cancels all the previous agreement and we have to start from the beginning. This has resulted in losing our trust in the government and working with it on future strategies and plans” (PGFTU1, Expert-Interview, 07.06. 2016).

Despite the turmoil, between the years 2000-2004, the MoE&HE built 4 new secondary vocational schools in the cities of Salfet, Dora-Hebron, Jenin and Qalqeelia.

3.5 Agenda Setting phase 2 (2005-2006)

Following the stabilization of the political situation in 2005 into two governments, the MoHE was essentially split into two. One for the West Bank and the second for the Gaza Strip. They were governed by Fatah and Hamas respectively. In this thesis, I focus on the West Bank area. Besides the split of the MoE&HE into two ministries, the political situation has also constrained the freedom of movement between the West Bank and Gaza Strip. The restricted freedom of movement had resulted in difficult communication between the two ministries. However, the two ministries still work together to plan and manage some policies and strategies. The necessity and ability to work together is aided in that both ministries have the same minister.

There was a recognition amongst the actors involved that the context for the National TVET Strategy had changed, and therefore the policy would have to be revised accordingly. However, it was largely the same actors mentioned in section 3.2 who raised their concerns to the government to start implementing the policy formulated and adopted in 1999. As a result, the new government revised the National TVET policy.

3.6 Policy Formulation phase 2 (2006-2011)

In 2006, the MoE&HE started again to work on the National TVET Strategy reform and created a revised strategy for the TVET with the same actors and same values held, goals and strategies. It was issued in 2011. The revised strategy included the activation of the Higher Council tasks of TVET to also take in consideration the political situation and aim to create linkages between the West Bank and the Gaza Strip regarding the TVET arrangements.

According to an interview with the Director General of Vocational Training Directorate at MoL -Ramallah,

“We have activated the Higher Council through a management team that includes the MoE&HE, MoL, GIZ, and the private sector representatives. This was to unify the efforts of the TVET system under a united national vision that doesn't get affected by the changes in political situation, either the inside or the outside political situation” (MoL1, Expert-Interview, 22.05.2016).

The establishment of the Higher Council as the political and strategic working body was a main component of the National TVET Strategy formulated and adopted in 1999. The Higher Council was to unify all the TVET institutes' management and efforts in Palestine (West Bank and Gaza Strip). It was activated and revitalized as a main component in the Revised TVET in 2011. It was to also include and take in consideration the political management between the West Bank and the Gaza Strip that occurred after the division in 2005 that affected the implementation of the National TVET Strategy. The minister of MoE&HE was the president and the minister of the MoL was the vice president of the Higher Council. Also, the Higher Council had the FPCCIA as members representing the private sector.

The policy formulation 2 also included adding further new majors. For example, in Tulkarm Secondary Vocational School in 2008, two majors were opened for females. The two new majors for women are communication and computer. In 2010 another new major opened, cosmetics.

3.7 Policy Implementation phase 2 (2012- present)

Almost 20 years elapsed between the initial agenda setting on the National TVET Strategy and its full implementation. Here, I summarize the final objectives and strategies of the National TVET Strategy that is now being implemented since 2012. I focus in particular on the role of Public-Private Partnership in the National TVET Strategy implementation in Vocational Secondary Education. In section 3.8, a number of issues that have arisen around the implementation of the TVET are identified. Then, in Chapter 4, we will turn to a detailed assessment of the implementation of the National TVET Strategy in Vocational Secondary Education, drawing on the case study of Tulkarm Vocational Secondary School.

3.7.1 National TVET Strategy Objectives and strategies

The revised TVET National Strategy has nine objectives, of which the following two, together with their strategies, are of particular relevance to this thesis:

Objective 1: Improve the quality of TVET at all levels and make it responsive to the needs of the labour market.

To achieve the above objective, it is stated in the policy that the government will develop:

- 1) The Quality Management System (QMS). National quality criteria will be developed based on regional and international criteria for good practice in TVET. Tools should be developed to measure all aspects of quality according to the standards;
- 2) Develop Human Resources Development (HRD) unit within the ministries' structure and include a unified data base that will contain the demands, offers, accredited measures, experts, and should be linked to

labour market in order to have the latest information about the development of professions; and

- 3) Curricula development to be subject to permanent review and update to increase employability, certain skills will be developed and incorporated into TVET curricula, including critical thinking, problem solving, teamwork, entrepreneurship, social and life skills, etc. Curriculum development will be undertaken by expert groups and by all relevant stakeholders. All new and revised curricula will focus on a clear action orientation and target needed competencies for both life as well as on employability.

Objective 2: Build the necessary human resources and take into consideration the participation of all stakeholders in the governance approach.

According to the strategy, the Human Resources Development (HRD) unit will be linked to the TVET Governance structure to undertake the responsibilities of planning, policy-making, and coordination. HRD Training providers and staff training HRD training providers including institutions, centers, experts, etc. that are able to develop and deliver quality training for TVET staff shall be able to convert the requirements to training modules according to standardized format in line with labour market demands. This has to be justified by a standardized accreditation process.

Therefore, TVET institutions shall cooperate with the private sector and relevant stakeholders in order to share resources, facilities and to exchange expertise and best practices.

3.7.2 Levels of TVET graduates

There are five levels of the TVET graduates. The five levels are the semi-skilled, skilled, craftsman, technician and the expert (figure 1). The first level (semi-skilled) are students who graduate from the vocational training institutes after taking vocational training for less than one year. The second and the third level (skilled and craftsmen - the target group for this research) are the levels that the secondary vocational schools

graduate where students study for two years of regular vocational education. The fourth and fifth levels (technician and expert) are students who graduate from the technical education colleges and universities (higher education). These five levels are complimentary to each other within the market. All levels of skills are needed. A maldistribution of graduates between these levels entering the labour market will negatively affect the market and the private sector as it creates imbalances in the work ladder.

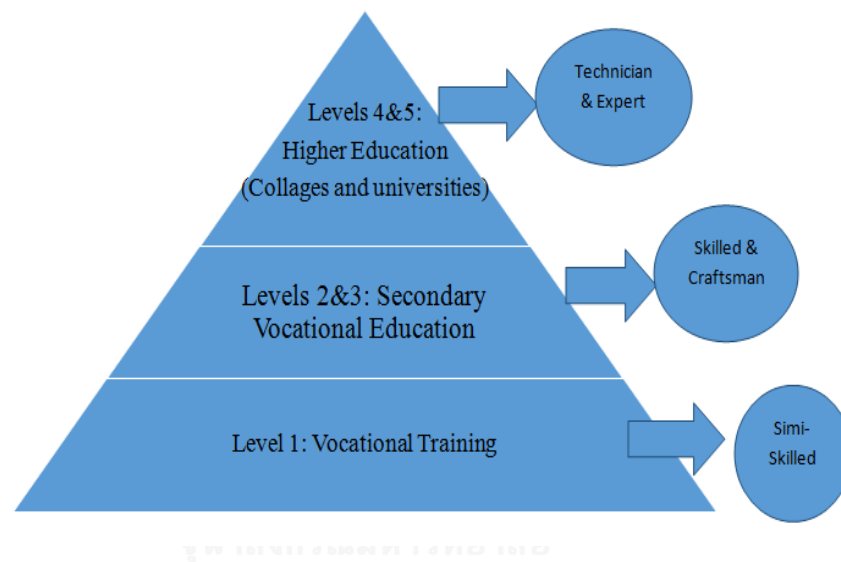


Figure (1): The five levels of TVET. (MoE&HE1, Expert-Interview 22.05.2016).

3.7.3 The need of the market for levels 2&3: graduates of vocational secondary schools

The need of the private sector for TVET graduates depends on the level. The level of the vocational education defines the skills, knowledge, and experience that the students have or should have after graduation. As a result, this defines the kind of the job, the position, the salary and the opportunities that the graduate of each level can work in. Accordingly, the level of cooperation and services required from the private sector to offer for the school and for the students varies from one level to another of TVET graduates.

In Palestine, there is a high demand by the private sector for the two levels that the secondary vocational schools graduate, namely skilled and craftsman level (levels 2 and 3). The vocational secondary schools teach students for two types of professions for levels 2 and 3:

1. Traditional majors: These majors are called productive professions, where the students are taught practical skills, including carpentry; blacksmithing; and welding. In these majors, the students produce much practical work that can be shown to potential employers to seek employment.
2. Non-traditional majors: These include majors such as communication, agriculture, electricity, conditioning and cooling, computer and computer maintenance, industrial electronic, cosmetics, auto electricity, construction and building, mechanics and electronics¹⁰. In these majors, the students do not produce much practical work. This absence can make it difficult to show potential employers the quality of their work. These students have greater opportunity to continue to university (level 4 and 5) for certain university majors to continue their education, even if they receive lower grades relative to other academic high school programs.

Whilst the traditional majors are only for boys, the non-traditional majors are for boys and girls. Thus, it is the latter that has more students enrolled. According to a focus group discussion with Tulkarm Vocational Secondary School teachers, regarding level 2 and 3 graduates:

“There is no problem to work in the market and with the private sector regarding to the productive professions [traditional majors]. The problem is with the non-productive professions [non-traditional majors] because the students don’t produce their own projects to show and sell in the market” (TFG, Focus group discussion, 26.05.2016).

¹⁰ Majors and their number are different from one school to another.

This creates the gap in the market for levels 2 and 3 and in particular for the mentioned professions which are the non-traditional ones. However, the Revised TVET Strategy of 2011 asserts that the option for students to continue studies should not obstruct the main point of the revised TVET system, namely to ensure that only the very best graduates continue their studies, while the rest join the labour market.

According to an interview with the Vice President of Finance and Academic Affairs at Birzeit University - Department of Economics,

“The main reason of this gap in the market is that the government issues two opposite decisions. When the government says that they should support the secondary vocational education to create more labour work of level 2 and 3 to meet the demand of the market, at the same time the government says that they are offering facilitations to enable secondary vocational school graduates [i.e. at level 2 and 3] to join the universities.” (EXP2, Expert-Interview, 06-06-2016).

As a result, the majority of the students of the non-traditional majors choose to continue higher education because they prefer to obtain higher academic certifications and to avoid the feeling of inferiority that the culture associates with vocational school students and to seek higher work positions and salaries. According to one member of a focus group discussion in level 2 and 3 from Tulkarm Secondary Vocational School,

“I would like to continue my university education and choose not to work after graduation from my high school, because I just want to have an academic university degree which brings me more respect in the community and better work opportunities” (SFG1, Focus group discussion. 30.05. 2016).

Graduates of levels 2 and 3 are supposed to work in certain position with the private sector that are appropriate to their skills and knowledge. The government should work to support this direction instead of issuing contradictory decisions that affect the main objectives of the secondary vocational education.

The problem that faces the secondary vocational education in Palestine is the perception of inferiority that accompanies vocational education. The perception of inferiority results in individuals avoiding vocational education. Even should individuals complete high school via vocational education, they want to complete university studies. Indeed, the private sector itself asks for university degrees. Particular professions, when hiring employees, refuse to hire applicants if they are graduates of level 2 and 3. The reason for the refusal to hire vocational school graduates is due to the lack of faith in the quality of education that level 2 and 3 graduates have. The perception is that the skills that such graduates should have to be qualified at this level, they actually do not possess. Therefore, the private sector turns to hiring level 4 and 5 graduates to fill level 2 and 3 graduate positions (at level 2 and 3 graduate salaries).

Thus, there are two problems. One is the quality of education or the lack thereof which results in a lack of faith in the graduate's abilities. Two is the rate of turn-over. After a few years, the level 4-5 graduates who have accepted level 2-3 positions (including the salary level) leave in search for better positions and higher salaries.

Taking engineers as an example, according to the Palestinian Central Bureau of Statistics (2015), the number of engineers in the West Bank and the Gaza Strip is 17,000. This number is growing at a rate of 10% per year. In contrast, there are not enough professional vocational graduates out of level 2 and 3 to produce the same number of assistant engineers who stay in the market as assistants. Thus, whilst the labour market should look like figure 2, in fact it looks like figure 3.

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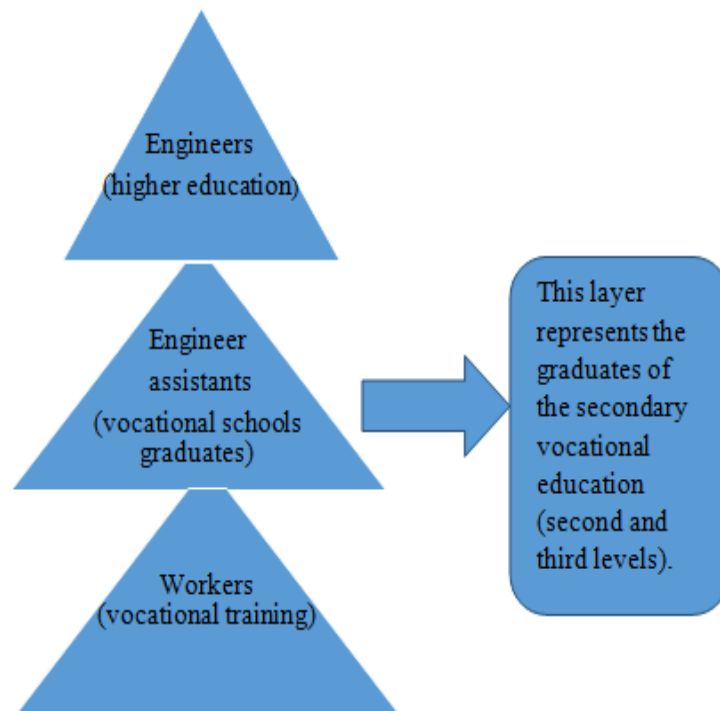


Figure (2): The supposed situation of work ladder. An interviewee with the Vice President of Finance and Academic Affairs at Birzeit University- Department of Economics. (EXP2, Expert-Interview, 06-06-2016).

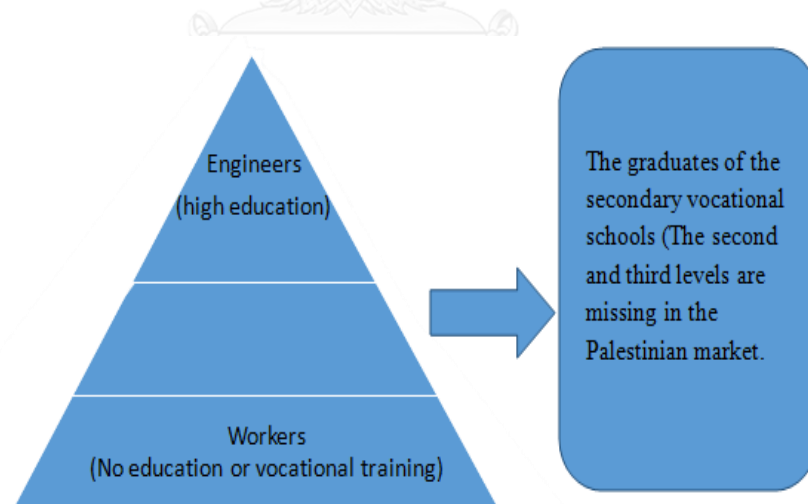


Figure (3): The current situation of work ladder in Palestine. An interviewee with the Vice President of Finance and Academic Affairs at Birzeit University- Department of Economics. (EXP2, Expert-Interview, 06-06-2016).

According to an interviewee with the Vice President of Finance and Academic Affairs at Birzeit University- Department of Economics,

“Students want to be engineers, not assistants. This huge number creates unemployment among engineers of 26% according to PCBS (2015). The number of the Palestinian engineers exceeds the Palestinian market needs for engineers. This makes both layers unable to function effectively.” (EXP2, Expert-Interview, 06-06-2016).

Engineering has been given as an example, but this situation applies as well for the non-traditional majors and professions that are being taught in the secondary vocational schools mentioned above.

3.7.4 The role of the private sector for level 2&3 - what public services the private sector can offer

The private sector should take part in the PPP strategy in TVET at the formulation and at the implementation phases. Under the TVET strategy, the role of the private sector in working with the TVET institutes depends upon the level of the student (1-5) and their major. In levels 2&3 of the secondary vocational school, the private sector services are limited. The most important service that the school requires from the private sector is to host students during their training period of almost one month on a regular daily or weekly basis. This period of time is necessary as a first step for the students in this level to transform their theoretical knowledge into practical ones.

According to an interview with the head of Tulkarm Vocational Secondary School,

“The training with the private sector is very important for the student as it gives the students a closer and clearer idea about the market and potential future jobs, the needs of the market, and more practical skills that don’t exist in the curriculum. It also provides the students with leadership and communication skills in working with clients.” (HoS, In-depth interview. 25.05. 2016)

Under the TVET strategy, specific private sectors with the necessary skills and experience are required to cooperate with the school at the local level. In other words, this private sector is supposed to be the private sector in the same profession that the

school graduates. For example, the school should cooperate with carpenters, blacksmiths and welders in the respective majors for these professions. Thus, the government in the PPP strategy in TVET should define the kind of private sector to cooperate with to serve the needs of the schools and the students. As this did not happen, the PPP in the National TVET Strategy for secondary vocational education has not been effective. Instead, it has excluded the main actors who are supposed to be part of the policy at the implementation phase.

According to the Head of Trade Union of Barbers and Hairdressers,

“How come that the school started new major for cosmetics for girls in 2010 without cooperating with us? We are the only official representatives of the profession of cosmetics in the city and we are authorized to issue regulations to protect our profession and members. I wonder how the graduates of the school are going to take training or find jobs without having us as reference and having our agreement. We don't allow this to happen” (NPO2, In-depth interview.05-06. 2016).

The result will be that the students who graduate from cosmetics major will graduate absent the required relationships with the Trade Union of Barbers and Hairdressers. Without this relationship, they will not be able to benefit from their vocational education certification or find a job. Only the Trade Union of Barbers and Hairdressers can grant membership in the trade union and permission for the students to work in the market.

It needn't be this way. If the NPO had been involved, then it could also offer workshops, advanced trainings through experts, and introduce the up-to-date skills required for the market and for the private sector. The NPO could also provide orientation and raise the awareness of the students regarding market needs. The NPO could address the types of private sector opportunities for the students after graduation. The NPO could provide information on the skills required to obtain employment as well as how to obtain these skills.

It is apparent that a shortcoming of the MoE&HE in preparing the TVET Strategy was to not find the right private sectors to include on the PPP in secondary vocational education. For the future, in opening new majors, the government should undertake a more systematic study, examining and analysing for all kinds of potential partners of the private sectors and the NPOs who can really bring an efficient partnership that increases the quality of the education outputs.

3.8 Inclusiveness of Actors as a Challenge for National TVET Strategy and PPP Implementation.

Inclusiveness of actor is important to achieve the goals and the objectives of the strategy. Every actor has an important role to make the strategy efficient and sustainable. The public sector in the PPP in TVET is the main actor that is represented by the government and its ministries of the MoE&HE and the MoL. The roles of the Ministry of Finance (MoF) and the Ministry of National Economy (MoNE) are excluded from the strategy. Yet, they are two public entities that can offer incentives for private sector actors and financial sustainability for the strategy as their vision and mission is to make economic development through supporting the private sectors. The private sectors need incentives from the government for offering public services, for example licensing businesses to operate and taxes. This only can be achieved when the MoF and the MoNE take part in the PPP strategy.

From the other side, the NPOs raised their voice that they have the right to maintain the rights of their organizations by being part of the PPP in TVET. In Palestine, the graduates of the two vocational majors in electricity and cosmetics can't work in the market without going through certain processes and advanced training by the Electricians Syndicate and the Trade Union of Barbers and Hairdressers. These NPOs consider that the vocational education institutes violate their rights and their employees/members' rights by graduating students of these professions without involving them in the processes. The graduates of the vocational school cannot work in their professions without the authorization of the NPO, so there is a need for

cooperation. As a result, the problem for the private sector and the NPO is different from what was defined by the public sector.

The same situation with local unions and local private sector representative can be explored through the experience of the local office of the PGFTU. According to an interview with the Secretary of Palestinian General Federation of Trade Unions (PGFTU) -Tulkarm:

“We don’t have any idea about the partnership between our main office in Ramallah and the MoE&HE on TVET system. It would be important to know and collaborate with the school and the school graduates. We need such cooperation, we can offer many public services for the students and the school, at the same time, and we need the school graduates to be part of our work and activities as they have more skills and knowledge that the graduates of level 1 do.”(PGFTU2, in-depth interview, 09.06.2016).

3.9 Chapter Summary



The PPP strategy in TVET was part of the National TVET Strategy for TVET system reform when the PNA took control on the education system in 1994. The PPP strategy in TVET was designed at the national level and included actors from the public sector represented by the MoE&HE and the MoL; the private sector represented by the FPCCIA and the PGFTU; and the donors represented by the GIZ. The main values held guiding the PPP strategy for all the actors were quality of vocational education by creating a shared vision, shared definition of the problem, shared resources and shared desire to find solutions that satisfy the interests of the actors resulting in human and economic development.

However, certain actors had different other values held that meet their own incentives. For example, the NPOs seek to have the influence on TVET education outputs and to

be part of decision-making in order to protect the values of their profession in the market and the rights of their employees and members. The head of the schools and the teachers also had their own principle, similar to the private sector, which was to have influence on the PPP process in TVET education outputs. The teachers and the head of the schools wanted to be recognized as decision-makers because of the important position they have at the local level in managing the PPP arrangements in practice.

This chapter has also highlighted that a key challenge to implementing the National TVET Strategy PPP strategy is the inclusiveness of local actors who have the same profession of the school majors like the NPOs and other unions. Not all the actors were included through the process. The strategy was dominated by the public sectors and the donors without an active and significant role for the private sector representatives, local NPOs and unions who are independent from the private sector representatives and have the same profession of the school majors. Thus, the strategy was imposed from the national level to the local level.

CHAPTER IV

PPP implementation in the Tulkarm Secondary Vocational School:

Case Study at the Local Level

This chapter examines how Palestine's policies on PPP in secondary vocational education have been implemented in practice. It explores implementation in terms of shaping majors, curriculum, and student quantity in addressing the models before and after PPP on the National TVET Strategy (research sub-question 3; see section 1.2). Further, this chapter addresses the principle benefits arising from PPP for the school and local actors; their roles and responsibilities in PPP implementation; and the challenges that affect PPP implementation at the local level (research sub-question 4; see section 1.2). Section 4.1 introduces the background of Tulkarm Vocational Secondary School. Section 4.2 explores PPP models at the local level before PPP was part of the National TVET Strategy (pre-1995-2011). Section 4.3 examines PPP models at the local level after PPP became part of the National TVET Strategy (post-2011-2016). Section 4.4 addresses the roles and responsibilities of local actors in PPP implementation. Section 4.5 analyses the impact of PPP policy implementation on the school. Section 4.6 provides an analysis of challenges facing PPP implementation at the local level. Section 4.7 summarizes the chapter.



Figure number (1): Students in the workshop place at Tulkarm Vocational Secondary School.



Figure number (2): Students in the workshop place at Tulkarm Vocational Secondary School.

4.1 Background of Tulkarm Secondary Vocational School.

The Tulkarm Vocational Secondary School is the only vocational school in Tulkarm city. It is a government-run school. The school was established in 1976. There are 360 students (both males and females). Enrolment in the school is low, the main reason for the low percentage of enrolment in the school is the negative regard Palestinian society has for technical and vocational education and as a result, graduates find it difficult to find a job with the private sector and with the government also. The quality of the student skills and knowledge don't get the trust of the private sector because of the lack of the practical up-to-date skills and the unqualified teachers to teach the new

curriculum with new learning methods. The school has 54 employees, including teachers, engineers and administrators. It offers vocational and technical education for two years, at the 11th and 12th grades (level 2 and 3). The curriculum is theory and practice based. The school offers 12 vocational, technical and industrial programs. Nine majors are restricted to boys, two majors are open for both girls and boys, and one major is for girls only. Girls have been studying in the school since 2008. In 2008, girls were allowed to join two majors – computers and communication. The third major for girls, cosmetics, was opened in 2010. When students finish their 12th grade, they are qualified to enter the university to study vocational and academic subjects, or they can enter the work force (see section 3.7.2).

Tulkarm Vocational Secondary School is a government school and the only secondary vocational school in Tulkarm city at the time Tulkarm city population is 170,000 people. The school's teacher and staff salaries are covered by the government. The workshops and the equipment inside the school are also financed by the government. Tulkarm Vocational Secondary Schools lies at the border between Palestine and Israel. That made the school a target for many times for the Israeli military attacks that destroyed the workshops and caused a lot of loss in equipment and infrastructure of the school. For most of the majors, the school lacks much necessary equipment as well as well-equipped workshops and infrastructure where the students apply the practical skill. Tulkarm Vocational Secondary School is very important for the local community as it provides the local market and the provide sector with graduates of different majors taught in the school, in specific the traditional majors like welding, carpentry, car mechanics. The graduates of these majors join the market directly and find work because the high demand for their profession. However, the number of the students who join and graduate from these majors are few and don't satisfy the demand of the market. Further, and because the geographical closeness with Israel, most of the graduate of the traditional majors work in the Israeli market and the Israeli private sector because they can get higher salaries in working in the Israeli market. This affects the local market in Tulkarm city and causes high demand for the graduates of the traditional majors.



Figure number (3): Tulkarm Vocational Secondary School, Tulkarm-Palestine.



Figure number (4): Tulkarm Vocational Secondary School, Tulkarm-Palestine.

4.2 PPP models at the local level before PPP existed in the National TVET Strategy (pre-1995 -2011)

The culture and the social relationships between people played an important role in the type of cooperation between the school and the private sector at the local level. Before 1995 there were no formal partnerships with the private sector that continue till now, the year 2016. Majors and the number of students were limited for traditional professions like carpentry, electricity, radio and television and welding. There were no female graduates as they were excluded. Advanced technology was not required in any profession. Thus, it was easy to manage the number of the students and to distribute them between individual private professional workshops in the city for their training. The services that were required from the private sector in support of the training were also limited to hosting the students and teaching them basic practical skills. Further, all the graduates of the school were from the city. In other words, students were near to the

workshop of the hosting private sector for training. Accordingly, there existed no need for daily expenses like transportation or communications.

According to an interview with the head of Tulkarm Secondary Vocational School,

“The first cooperation with the private sector has started since the school was established in 1976. The cooperation was informal and without any agreements. It was individual responsibility by the head of the school or the teachers to coordinate with the private sector.” (HoS, In-depth interview, 25.05. 2016)

There were no official agreements. It was the responsibility of the teacher of the subject or the head of the school - according to some social relationship - to coordinate with the owner of the workshop to host students of the same profession for a certain time and period to obtain practical skills that the students could not receive in school due to the lack of equipment and experts. However, when the school was established, there were few traditional majors and few students who resided in the city. The cooperation was solely to bring the student close to the market and start a job. This kind of cooperation does not involve any legal framework or incentives for the private sector. The private sector also has the choice of what type of services they offer to the students and what kind of equipment the students are allowed to use.

This approach holds certain risks for both the school and the private sector. According to a focus group discussion with Tulkarm Secondary Vocational School teachers,

“In this kind of informal cooperation, we face many challenges. There is no occupational safety to make sure that the student stays safe and out of danger when using some equipment and in this case the private sector doesn’t allow the students to use all the equipment which doesn’t give the student the opportunity to practice and advance in certain skills.” (TFG, Focus Group discussion, 26.05. 2016)

Thus, informal cooperation exists. However, it is accompanied by limits that prevent students from obtaining most of the practical skills that they need to know. The lack of formal agreements that guarantee occupational security makes the teacher of the major

responsible for the students and their safety resulting in the private sector avoiding risk by preventing students to use equipment they consider dangerous.

This kind of cooperation with the private sector is limited for certain majors that the schools calls traditional profession like carpentry, welding and some basic skills for electricity where it is easy to coordinate with the private workshop to host students to learn some skills. In this arrangement, the private sector benefits as such students offer their services for no pay in exchange for experience.

Having informal cooperation with the larger private sector companies, such as the Palestinian Communication Company, is more difficult and much more limited. They only host students for an educational tour for an hour. They do not offer the space and the time that the students need. Coordination must be made by the school with the head of the company.

According to an interview with the Director of the Palestinian Telecommunications company in the North,

“We host students from the school, the colleges, and from the university. The time we can allocate for hosting students from the school depends on the time they choose, the number of the students and our availability” (PALTEL, In-depth interview. 07.06.2016).

The company does make more opportunities available for level 4 and 5 students, but there are fewer opportunities for level 2 and 3 students.

Until the year 2016, for many majors and professions in the school that are called traditional professions like carpentry, welding and car mechanics, the school uses the “informal cooperation model” (as described in section 4.2), which is the informal cooperation with the private sector. This model is limited to the small size workshops and local business owned by individuals. These traditional professions do not require advanced technology. The demand for them in the market is high. It is easy to find many workshops in the city engaged in these professions and cooperate with them to host the students during their training.

This kind of cooperation continues to happen at the local and individual level till now, the year 2016, without the need to coordinate with the MoE&HE at the national level. In these arrangements, it is the responsibility of the head of the school and the teacher of the subject. Sometimes the students themselves help to find a place with the private sector through their networks to host them for the training period. The private sector, in this kind of cooperation, only offers basic services of hosting the students in their offices or in their workshops. However, the quality of training from this type of cooperation is not clearly defined either for the student or for the private sector. Instead, it depends on the relationship between the students and the private sector – on the students themselves in how much they intend to benefit from this training and on the private sector in how much it can benefit and obtain benefit from the hosted student.

The government excluded these local private sector actors in the formulation of the PPP strategy within the National TVET Strategy. However, they are important actors at the local level to be part of the PPP in the implementation phase. Therefore, they should also have been included in the formulation phase as well.

4.3 PPP models at the local level after PPP in the National TVET Strategy (post-2011-2016)



PPP models in secondary vocational education at the local level in Palestine are unlike other PPP models in education that are addressed in section 1.4.4. There are two models that are applied in practice. The first is the informal cooperation model discussed in the section above 4.2. This was the only model before the PPP in TVET started to be implemented in practice in 2011. The second model which started to be applied is the Memorandum of Understanding (MoU) model. The MoU model will be discussed in the next section.

4.3.1 Memorandum of Understanding (MoU) for PPP

The MoU is the approach proposed by the National TVET Strategy. It describes an agreement between two or more parties that includes the NPO, the school and the donor

and what the NPOs do and its role in this model of the PPP. As mentioned in section 3.8, the role of the NPOs is very important from their perspectives and incentives to be part of the PPP projects which is to maintain the rights of their organizations and control the market and the graduates of same profession. The NPOs are guilds that control the registration for work of particular crafts, such as for Electricians and Cosmetics. People in these crafts are not permitted to work without being registered with the NPO.

MoU expresses a convergence of will between the parties, indicating an intended common line of action. It defines the relationship between the parties of the agreement, responsibilities and duties of each as well as the time frame and the objectives. It also defines the resources each partner will contribute to the project either through time, in-kind contribution or with the use of grant funds, e.g. office space, project staff, monitoring and training. The three partners work together from preparation to completion of a project.

MoU relies on donor funding to run small projects. A successful example of this PPP model is the partnership between the school and the Electricians Syndicate with the BTC funds from 2012-2015. The implementation of this partnership involved the Electricians Syndicate requesting every electrician, who is already member in the Electricians Syndicate, to take a student with him to the workshop for certain hours a day. Through this initiative, the students have the opportunity for more advanced training and skills.

According to an interview with the Secretary of the Electricians Syndicate-Tulkarm Office,

“It’s not only we host students for training, but also our organization offers advanced training, for example, we give trainings about the alternatives energy with another institutes outside the city. When students of the school join our organization, then they can benefit from all the offered up-to-date advanced and professional trainings and skills” (NPO1, In-depth interview. 22.06.2016).

The MoU included financial incentives for both the Electricians Syndicate and the school coordinator. The Union would take 30% of the funds. There were also incentives for the coordinator of the school. The coordinator invests time and effort to follow the

partnership. This project was useful for the NPO and for the students. According to an interview with the Technical Counsellor in Tulkarm Vocational school,

“We consider this partnership with the Electricians Syndicate as a successful experience, because it was a good way to make a strong relation with the school and the NPOs.” (TC, in-depth interview. 25.05.2016).

This partnership was an opportunity to introduce the students to the private sector and to get them engaged in the market. Further, it was an opportunity to obtain the trust of the private sector. That is, trust in the skill and qualifications of the graduates of the school in the electricity profession. This trust then in turn increases further and future cooperation.

However, one of the main incentives of the Electricians Syndicate in this partnership is to maintain the rights of its members as well as to oversee this profession’s rules and values to include the prices, the services and the relationships with clients. The Electricians Syndicate licenses all electricians to practice their work, be it with an established entity or via self-employment. Electricians are not permitted to work without obtaining a certification of profession from the Electricians Syndicate as a qualified electrician. Through its partnership with the school, the Electricians Syndicate gets the opportunity to know all the graduates of the electricity profession and organize their positions and relationships in the market.

This kind of partnership with the school and the NPOs strengthens the vocational educational outputs as mentioned in section 1.4.2.1. However, because the initiative depends upon external funds (including the financial incentives for key staff), it affects the long-term sustainability of this kind of partnership. Thus, the criticism levelled against PPP in education is that the private sector only comes to the PPP due to their financial self-interest. That is, according to this argument, when the funds stop, the private sector stops providing the school with services. According to an interview with the Technical Counsellor in Tulkarm Vocational school,

“Our partnership with the Electricians Syndicate will end this year because the fund was provided for three years only. We hope that we can get some more funds and continue this successful partnership.” (TC, in-depth interview. 25.05.2016).

Accordingly, depending on the international funds is not only a challenge of the school; it's also a challenge for the private sectors as well.

4.4 Roles and responsibilities of local actors in PPP implementation

This section addresses the disconnect between the current reality of the actions of the local actors versus the roles and responsibilities that local actors should assume for PPP to be the strategy of enhanced outcomes.

4.4.1 Private individuals and local NPOs

The most common PPP model between the private sector and the school is the informal cooperation with individual businesses at the local level. This kind of the private sector has a strong relationship with the school. Individual businesses at the local level generally understand what skills the students learn during their schooling as well as what skills and knowledge that the students do not obtain during their schooling. They, therefore, are in the unique position to know what training the students must focus on to meet the needs of the market for better job opportunities. The input that this private sector can offer through the PPP process is vital. Their exclusion from PPP affects negatively the PPP strategy at the implementation phase. The government does not have alternative private partners. Professions that are considered as traditional professions, like welding and carpentry, are only owned by individuals.

The same is applicable for certain NPOs that have same profession that the school graduates like the electricity and cosmetics. The individual private sectors and NPOs are important to be included in the PPP strategy. When there are electricians and cosmetics graduates from the school, then the school and the MoE&HE should include the Electricians Syndicate and the Head of Trade Union of Barbers and Hairdressers in the PPP strategy processes. The same approach should apply to any major that the school teaches. Doing this, the government can establish strong cooperation with the private sector. It can obtain the private sector inputs to know the needs of the market regarding the skills, knowledge, number of graduates, level of cooperation and services

that the private sectors can offer for the school. Furthermore, this helps to organize the relationship between the school and the market.

At the local level the private sectors are different in its capacity and level of cooperation with the school and the services offered. As mentioned in section 3.7.3, there are two kinds of majors in the school which are the traditional majors like welding and carpentry and the non-traditional majors like computer maintenance and industrial electronic. For the traditional majors, it is easy for the private sectors to provide cooperation and services, place and time for students' trainings for the traditional majors, as the number of students is limited and less than the number of students in the non-traditional majors. This informal cooperation existed with these majors since the school was established in 1976. For the nontraditional majors, the private sectors finds it difficult to provide services and host students for training. These students of vocational education have limited knowledge and skills that could be useful for the private companies to work with as discussed in section 4.3. In addition to the lack of trust in the students' skills and knowledge, there is no formal cooperation with the school or with the MoE&HE to provide commitment from the private companies to host such students for training or to offer other services for the school.

Section 4.5 introduces the important role of the private sectors on the changes that happened in the school on majors, curriculum, and gender. The demand of the private sectors for practical up-to-date skills and knowledge that the school graduates should have was a main reason for these changes in the school to meet the needs of the private sectors and to fill required positions. Section 3.8 (Malaka, relook to ensure this is really the section you are addressing) introduces the challenges are being faced in the implementation phase in practice at the local level because of excluding the private sector from the PPP processes and this is as a result of the lack of cooperation between the private sector representatives at the national level and the private sector representatives at the local level, see section 4.6.4. Section 4.3.1 introduces the MoU with the private sectors and how MoU represents a successful cooperation between the school and the private sector/the NPO by benefiting the school and the students with advanced trainings, skills and knowledge that benefits the students to find a job in the market .

4.4.2 The role of the head of the school

The head of the school is the person who leads the school and all related things at the local level. They are responsible to implement all the MoE&HE plans and programs in practice at the local level. They know the local market and the private sector available for hosting students or coordinating with the private sector to offer any kind of public services for the school and for the students. The head of the school is in a close relationship and daily interaction with the teachers and students. They are in the position to receive the regular feedback that the teachers and the students provide regarding their cooperation with the private sector. Accordingly, they are in the position to know what works and what doesn't work in cooperation with the private sector, including challenges, success factors, and incentives. The head of the school, at the local level, is responsible to make the cooperation with the private sector stronger. This requires time and effort. However, the government represented in the MoE&HE fails to offer incentives for the head of the school to expend such time and effort. In other words, the head of the school takes on this role despite not being fully compensated or supported to do so.

In principle, but not in practice, the head of the school should be a main actor, not only at the local level, but also at the national level working on the PPP strategy. By ensuring that the head of the school is a main actor through all the processes would enable a better and more efficient implementation in practice. It would ensure that a vital component necessary for a successful PPP at the local level is included in the formulation phase of the strategy before the implementation phase.

4.4.3 The role of the teachers

The role of the teachers in PPP strategy is as important as the role of the head of the school. Teachers coordinate with the private sector personally, asking the private sector to host the student for a certain training period. They understand the challenges and the factors of success in this relationship. In particular, they know what is required to make this cooperation more useful for all the actors involved. Further, they have insight into

how to overcome the challenges through the process of cooperation. Teachers provide their feedback for the head of the school regarding to the cooperation with the private sector. However, their feedback is not taken into consideration. Further, there is no regular follow up and support from the teachers and the administrators of the TVET in the MoE&HE regarding to cooperation with the private sector.

It would be an incentive for teachers if they knew that their feedback was taken seriously. Further, knowing that their input had practical benefits for the PPP would further incentivize them. Including teachers would motivate them more, put them under more responsibilities, and create a competitive environment inside the school as well as at the national level. Teachers should be considered as a main actor. Teachers should be part of decision making in the PPP strategy process. Excluding them undermines PPP.

A more formal MoU PPP arrangement would create a clearer contractual arrangement. At present, under the informal system, sometimes teachers have to take direct responsibility for workplace risks during the students training period with the private sector. This acts as a disincentive for teachers to build a relationship with the private sector and impedes the ability for their students to gain experience in the workplace. Teachers worry that if there are problems there could be consequences for them. Teachers are not clearly protected by the school policies.

4.4.4 The role of the public sector to students of level 2 and 3

Students who join secondary vocational education have inclination or practical experience with the profession they intend to study through the two years in the vocational school. In this level of vocational education, students are supposed to know, and be aware, of opportunities to work with the private sector. That is, its importance for their education, for their profession and for their future. In order to understand what they can expect of their vocational program, students should receive more awareness lectures. This is the responsibility of the actors that are involved in the school, which are the public actors (MoE&HE and MoL), the private representatives, the individual private sectors, the donors, the local NPOs of the same profession taught in the schools, the teachers and the head of the school as well. When students become aware of the

program, they would be able find the right place with the private sector to get their training period. Further, they would take the training seriously to be able to get a job or to become self-employed. For vocational internship programs with the private sector to work well, continuous and regular engagement by the public actors (MoE&HE and MoL), the private actor representatives, the donors, the local NPOs, the teachers and the head of the school with the students through the two years is necessary. The MoE&HE provides career guidance for the students about the market, the private sector and how to become involved in the labour market. It does so through guidance about training and apprenticeships, majors in the universities, unemployment in the country, its reasons and percentage and the importance of the vocational education to reduce the unemployment percentage of the academic graduates. The MoL has a Career Guidance Department for the same mission. However, they at present mostly set up one meeting at the beginning of the year.

According to an interview with the Director of MoL Directorate in Tulkarm,

“The MoL does not provide continuous workshops necessary for increasing the awareness of the students of level 2&3.” (MoL4, Expert-Interview. 05.06.2016).

While the MoL is responsible for advocating and providing training for vocational training students of level 1, the MoL is not obliged to do the same for the students who study in the vocational schools (level 2 and 3).

Placement concerns are not receiving attention as a priority to improve the situation. For example, if a student faces a problem in their placement, they raise their concern to their teacher, the teacher raises their concern to the head of the school and the head of the school raises their concerns to the MoE&HE administrative. While these concerns are raised through what might be perceived as proper channels, the effort usually ends without any practical result.

Under the current PPP model, neither the student nor the private sector is committed, and thus neither really benefits from the training. According to a focus group discussion with school graduates,

“We are ready to do more efforts and give more time to empower ourselves and increase our skills and knowledge, but we need the support of our teachers and the head of the school. If they are not giving enough support and attention for us on improving such skills, then we don’t find the motivation to do it.” (SFG2, focus group discussion. 02.06. 2016).

From the students’ perspective, the training should receive more attention from the teachers and the administration of the school. Students also think that the trainings should be included in the curriculum *with grades*. This would motivate them to make commitments with the private sector through the training period. The students believe that, if they are motivated in this way, it in turn makes the hosting private sector more serious about providing training and benefiting from the students through this period.

4.4.5 The role of the graduates, as stories of success, who join the labour market after graduation from the school

At present, the current graduates do not have a role in the PPP program of the school from which they recently graduated. However, they could take a greater role in supporting the PPP program of the school.

The role of the graduates of level 2 and 3 who immediately join the market and start their own business should have an important role in PPP strategy. After all, they went through all the process from the 11th grade to 12th grade, are involved in the school’s training, and then are engaged in the market. These students know well about the required skills for the market and the private sector of their profession. They comprehend what is not required or not practical for the market. They know the highest demand of the market for certain skills. They have an understanding of how and where the students can start. They know practically the challenges that may face the students finding a job after graduation. They also can motivate students how to think practically about the local market, the available opportunities, and how to improve their practical skills.

These graduated students could be beneficial for the PPP strategy in two ways:

- 1- First, at the local level, by bringing them to the school to speak about their experience, factors of success and challenges, they can provide advice and recommendations for the current students about the market and their experience with the market since they graduated.
- 2- At the national level, they can provide insights to the decision-makers on the PPP strategy of the vocational education given their experiences to include factors of success and challenges.

The graduate students with success stories can motivate students and show them how important is their education for the market and for economic change. Further, they can change students' perspectives about their majors and their future.

4.5 PPP policy implementation's impact on the school

Many studies and research were done by the main actors of PPP on the National TVET Strategy. The MoE&HE, donors, MoL and the private sector representatives research results were the main reason to define and determine the needs of the market, the private sectors, the private sector representatives of the FPCCIA and the PGFTU, the students and the teachers for certain professions and skills for the labour market that have affected the major changes that happened in the school as will be discussed in the next sub-sections. In other words, according to the main actors' demands, recommendations, feedback and experience on the ground with the private sectors and the market and its needs, changes in the school were determined by the government. (FPCCIA1, Expert Interview, 07.06.2016; MoL1, Expert Interview, 22.05.2016 and; MoE&HE1, Expert Interviews, 25.05.2016). Fundamental changes were adopted in the secondary vocational school. These main changes were on the following topics: changing majors (4.5.1); gender (4.5.2); curriculum (4.5.3); and number of students (4.5.4).

4.5.1 Changing majors

The needs of the market and the private sector should be the main factor that defines the professions that are taught in the vocational schools. This depends on the results of studies and research for the market and the private sector's needs and demand.

According to an interviewee with the Director General of Vocational Education in the MoE&HE,

“We develop some majors, add new majors and cancel others.” (MoE&HE1, Expert- interview. 22.05. 2016).

For example, at Tulkarm Vocational School, majors were developed in response to changes in the availability and use of technology, for example in majors in Car Mechanics. Meanwhile, other majors were cancelled like Radio and Television because the market is full with graduates of this profession. There is no demand for it. Teachers and students also have an important role to decide what majors are important for the local market, and what majors that are accepted more by students and should be taught in the school to be responsive for the market demands.

According to the teachers' focus group discussion,

“The number of the students in the electricity major are more than any other majors because the high demand of the school for electricians who graduate from the school.” (TFG, Focus group discussion, 25.05.2016)

Accordingly, the donors themselves also support and fund PPP programs related to the electricity major to meet the demand of the market. PPP for electricity is very important to provide students with advanced skills and knowledge before they start their own work or join any private company.

According to an interview with the Technical Counsellor in Tulkarm Vocational Secondary School,

“We have applied for the donors to fund two PPP projects with the school, which are electricity and carpentry, and the donors only accepted to offer fund for the PPP on the electricity majors with the Electricians Syndicate.” (TC, In-depth-Interview. 25.05.2016)

For the MoE&HE's future plans for education system reform, the education will be focused on introducing vocational education into earlier stages of education (in particular for the 7th, 8th and 9th grades). The intention is to merge vocational and technical education in general. It will focus on nine professions for both genders, namely: technical drawing, painting works, electricity work, carpentry, construction and metal work, food processing, cosmetics, sewing and clothes. These majors were selected to meet the demand of the private sector and the market. When this strategy starts to be implemented, more partnership will be needed with the private sector.

In Palestine, the local market is different from one city to another. This depends on the population of the city and the main economic element that distinguishes one city from another. Thus, the vocational school should be able to satisfy market demand by being able to engage in cooperation and agreements with the private sector in need for these professions. Otherwise, when the graduates have profession that don't match the demand of the market, the students will not be able to find work in the private sector.

In Tulkarm Vocational Secondary School, there is a new major that the school has opened in 2010. It is cosmetics. These graduates are not necessary for the market. The Trade Union of Barbers and Hairdressers already provides the market with high professional graduates through their vocational advanced training. Further, graduates with a cosmetics major can't start any training or work in the market without the agreement of the Trade Union of Barbers and Hairdressers. This is a problem for the school graduates and creates a negative relationship with the market. However, the MoE decided to start this profession without any previous coordination with the Trade Union of Barbers and Hairdressers. Further, it failed to consider the needs of the market and the private sector for this new major. According to an interview with Director of Vocational Education in the MoE&HE,

“Cosmetic major in Tulkarm Vocational School was opened without coordination with the right actors and without enough and complete study for the market demand” (MoE&HE2, Expert interview.08.06. 2016).

The demand of the market determines which kind of private sector that the school should cooperate with and what kind of services are required from the private sector.

Also, the demand of the market should determine what kind of new majors that the school should open.

According to an interview with the Technical Counsellor in Tulkarm Vocational school:

“In the beginning of every educational year, the MoE&HE asks the school for their needs. In 2012 we applied for two proposals for new three majors which are sewing and cooking for girls, Autotronix for boys. Money was the main reason given for not opening these majors despite the high demand of the local market for these professions” (TC, In-depth interview. 25.05. 2016).

This indicates that there is no coordination between the government at the national level and the right actors at the local level. Including the right actors of the local government and the private sector would enable the government to achieve its goals of satisfying market demand. Otherwise, the result will be increasing unemployment in the city.

Thus, involving local actors would most likely have resulted in the government not financing a major that could not be exercised (cosmetics) and financing majors that are in high demand (sewing, cooking, and autotronix). Failure to involve local actors resulted in unemployable graduates (cosmetics) and unmet market demand (sewing, cooking, and autotronix).

4.5.2 Curriculum and the new learning methodology

In principle, it is important to involve the private sector in curriculum design as they have different vision and experts that can add to the curriculum to help in improving the learning methodology for better skills and knowledge. The private sector receives the graduates of the vocational school, therefore, it is important to involve the private sector in curriculum design. Involving the private sector would result in better educational outputs that meet the needs of private sector. In practice, however, cooperation with the private sector is not always as close as it could be.

The curriculum in the school, however, has changed according to the market and the private sector needs of skills and knowledge. The donors with the MoE&HE and the

private sector have designed new curricula for some majors. They incorporate new learning methodologies based on the “Competency-Based Learning and Modules” system. This system is intended to enable the students to obtain the practical professional skills that meet the private sector demand. This approach aims to teach the students concrete skills rather than abstract learning. The private sector asks for, and needs, more practical skills than theoretical ones. Because the private sector starts to trust that the graduates of the school have the skills that meet market demands, adopting this approach increases the cooperation and the partnership between the school and the private sector.

However, there is also a challenge in changing the curriculum. Namely, teachers may not be qualified and equipped with the up-to-date skills and knowledge needed to teach the curriculum. According to an interview with the electricity major’s teacher:

“The problem is from the MoE&HE administration. The public administration of the TVET in the MoE&HE doesn’t give priority and doesn’t make enough efforts for offering training for the teachers on the updating and new curriculum. The teacher should be updated and provided with advanced trainings to be able to teach the new curriculum.” (T1, In-depth interview. 26.05. 2016).

Teachers were not satisfied about the curriculum change. They find it difficult to teach when they lack the necessary skills and knowledge required to teach the new curriculum.

Moreover, the broader education policy that is followed by the MoE&HE does not match the needs of the secondary vocational school students. In particular, practical classes, originally 24 classes a week, were reduced to 16 classes.¹¹ The difference was increased with academic classes. Yet the aim of the vocational education (for level 2 and 3) is to provide the market with skilful and professional workers. Instead, this policy appears designed to give vocational education students the opportunity to compete to enter university, rather than into the labour market at level 2 and 3.

¹¹ One class is 40 minutes long

According to the electricity major's teacher,

“This curriculum has affected the efficiency and the practical skills of the students. The practical classes are now less than the academic classes and this doesn't match the objectives of the secondary vocational education which is to qualify students for the labour market, not for the academic studies in the universities.” (T1, In-Depth interview, 26.05.2016).

The new learning methodologies within the new curriculum were received with many challenges to be applied because 1) teachers themselves were not qualified to teach the new curriculum with the new learning methodologies that included advanced skills and knowledge; 2) the lack of the infrastructure in the school; and 3) the lack of cooperation and formal PPP agreements with the private sector.

The curriculum of some majors was adopted for one year and then was changed again. Teachers in the schools in the electricity major, for example, disagreed about the new curriculum. Some of the teachers considered it positive in that it provided the students with competencies needed in the market. Others considered it negative in that it turned the vocational education schools into vocational training centers (and thereby, in their opinion, negating the value of the secondary vocational education and its objectives because it concentrated on practical lessons more than the theoretical ones).

4.5.3 Gender

In 2008, girls for the first time, had access to study at the Tulkarm Secondary Vocational School. The reason was because the private sector and the market needed and preferred females for some of the professions and positions. So the government responsible for putting in place programs for girls. In Tulkarm Vocational School, three majors were opened for females: Cosmetics, Computer, and Communication.

However, for the computer major, there is a big challenge for girls to work with the private sector. Firstly, similar to boys, the level of skills and knowledge currently taught is not enough for the private sector needs. Also, at present in Tulkarm community there

are no female-run private businesses for computer maintenance and skills. This is not necessarily a reflection on culture. Instead, it is more of a reflection on the lack of government support until present for women to open these types of businesses.

According to an interviewee with the computer teacher from the school said,

“Unfortunately, girls so far don’t have any support to start their own business, this job is associated only with boys who can start up their own business in this major.” (T4, In-depth interview. 26.06. 2016).

The teachers recognize that there are cultural barriers for female graduates of the school starting their business; but these barriers are not insurmountable with the right support and leadership. This support is required from the MoE&HE and the donor community, with cooperation with the private sector, to start initiatives for the secondary vocational school female graduates.

4.5.4 Number of students

As a result of increasing the majors and opening new majors for the girls, the number of the students has increased too. Further, the awareness of the students has increased regarding the importance of the vocational education and the awareness of the existing private sectors and market’s needs. This awareness has changed and reduced the negative image of inferiority that is associating the vocational school graduates and the quality of their education.

According to a student focus group discussion,

“I have joined the vocational school because I believe that the major of communication that I study will have an important future regarding to finding a job in the market, because we are aware that the market is in need for female graduates of this profession.”(SFG2, 02.06.2016).

Because of the advanced technology required for any profession in the market, students started to recognize the importance of joining vocational majors as part of their plans for future to start a self-employed job or to get a job with the private sector. However,

the increasing number of the students also was a result of the new vocational majors in the colleges that would ultimately allow access to the universities. The students who join the vocational school realize that they can continue their higher education in the same profession and this opposes the objective of the vocational secondary education which is graduating students to join the labour market.

According to a focus discussion group with students of level 2 and 3,

“I didn’t join the vocational school to work after graduation from level 2 and 3. I joined because there is a new major for nutrition in the vocational college. It accepts students from our school and our major and allows us to join level 4 and 5.” (SFG1, Focus Group Discussion. 30.05. 2016).

However, this is the responsibility of the government to prepare the right environment for the students and the private sector to meet the objectives of the vocational secondary schools when joining the labour market directly after graduation, see (section 3.7.3).

4.6 Analysis of challenges that affect PPP implementation at the local level

This section examines the factors that affect PPP implementation at the local level. Section 4.6.1 addresses the legal framework and regulations. Section 4.6.2 explores incentive structure for the school employees. Section 4.6.3 investigates issues of financial sustainability. Section 4.6.4 focuses on the lack of coordination between the national and the local level. Section 4.6.5 expands on shifting from a donor/national level-driven agenda to local school driven agenda. Section 4.6.6 discusses private sectors representatives’ trust in the government.

4.6.1 Legal framework and regulations

The PPP in TVET does not include any legal framework and regulations. Problems that arise from the lack of a legal framework and framework include the failure to define to what extent the role of the private sector in the school management, training or curriculum is, as well as the failure to define the incentives of the private sector.

Moreover, the lack of the legal framework resulted in private sector fragmentation which weakened the relationship between the private sectors and its representatives of the FPCCIA and the PGFTU. There is no reference for the private sector. Private sectors work separately in the absence of the regulations that organize its work. Further, the lack of support from the government as well as the lack of development policies, laws and regulations created uncertainty for future development plans and cooperation with other private sectors.

Safety insurance is a main issue in the secondary vocational education for students. It affects the level of the private cooperation with the school. The non-existing regulations and laws for safety insurance create obstacles. Safety insurance is not only an obstacle and challenge for the private sectors and the NPOs, it also a big challenge for the teachers to take the personal responsibility to coordinate with the private sectors and limits the teachers' role to coordinate with the private sector. It forces the teacher to take on responsibility when sending the students for training with the private sector.

According to teachers' focus groups,

“It's very difficult for us as teachers to take the full responsibly of the students' safety by sending them for training with the private sector.” (TFG, 26.05.2016)

It also prevents the private sector in certain professions and majors from hosting students. It impedes training students on some equipment because the lack of safety insurance. The issue of safety insurance weakens the cooperation between the school and the private sector. It does not allow students the opportunity to learn certain practical skills. The students are not given access to use some hard-to-use equipment due to their lack of skills and practice (which they are not provided in the vocational training). According to an interview with the Secretary of the Electricians Syndicate-Tulkarm Office,

“Even we have an agreement with the school, but still we face challenge that the students don't have safety insurance. Our work with electricity is not safe and we can't take the responsibility to allow the students to practice all the work we do.” (NPO1, In-depth interview. 22.06. 2016).

The PGFTU and the FPCCIA are main partners with the MoE&HE on PPP of the National TVET Strategy. They are supposed to offer this kind of service for the students during their training. However, they are not offering any practical support regarding the safety issue. This failure prevents both the teachers and the private partner from assuming the responsibility to host students and to teach them certain skills. Proper training would require students to have hands-on experience with hazardous equipment.

The international donor, public sector and private sector representatives are working with the government for laws and regulations that address these issues.

4.6.2 Incentive structure for the school employees

The employees of the governments receive a fixed salary. The government does not offer its employees any other incentives, even to support the extra effort and time that the PPP projects require. This lack of incentives makes it challenging for the head of the school and the teachers to initiate any kind of cooperation with the private sector.

According to an interview with TVET Expert,

“Some employees in the vocational schools don’t like to be part of PPP projects, because there is no direct financial incentives like salary increases or rewards.” (T-EXP, Expert- Interview, 17.05. 2016).

Also, according to an interview with the Technical Counsellor in Tulkarm Vocational school,

“Incentive element is very important for an effective partnership with the private sector. The ministry of education doesn’t offer any kind of incentive for the teacher or for the Technical Counsellor on working on any partnership with the private sector. In the MoE&HE we have partnership with the electrician syndicate, it mentions that there is financial incentives for the teacher and for the private sector but we haven’t received anything yet.” (TC, in-depth interview, 25.05.2016).

Indeed, according to an interview with the teacher of the communication major in the school,

“I’ve been teaching communication subject here in the school for 13 years, there are up-to-date knowledge and skills in this major happens every day because of the advanced and fast technology that happens in the world, but the school and the MoE&HE haven’t offered any kinds of incentives for us to encourage us to initiate to give more time and efforts for cooperation with the private sector.” (T3, in-depth interview, 26.05. 2016).

The school and the MoE&HE of TVET administration do not offer any up-to-date training that the teachers need to improve their knowledge and skills in the subject they teach. When the private sector realizes that the teachers themselves do not know certain skills and knowledge, it results in the private sector underestimating the student’s level of skills and knowledge, and the school as well. This, in turn, creates mistrust between the private sector and the student’s skills and knowledge. According to an interview with Director of Supervision Department in the MoL-Ramallah,

“TVET employees don’t have the qualifications that are required to teach students on the up-to-dates skills that are necessary to match the needs of the private sector and this reflects on the performance and the skills of the students. There should be a continuous process of training within a specific system for all the TVET employees.” (MOL2, expert-Interview, 24.05. 2016).

4.6.3 Financial sustainability

Tulkarm Vocational School is a government school. That means it is run by the government. It is the government that covers all the expenses related to all the workshops and activities in the school, including the administrative management, the teachers and the other staff salaries. The students study for free in the school and don’t have to pay fees for the school. The government doesn’t cover formal PPP projects expenses. The main financial support and funds for the formal PPP projects are from the European Union (EU) and the German funds represented in the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). There is some financial

international support for short-term PPP projects with the school. However, the budget of the PPP programs depends on the length of the projects, the kind of major - as some majors requires more expensive equipment than other majors - and the budget also depends on the kind of activities with the private sector, incentives offered, and number of students.

The MoU PPP programs are the formal model of PPP at the local level with the school. MoU PPP programs are covered by international funds, the programs stop when the funds stop. This causes the main challenge for formal PPP and affects the sustainability of the programs. It does not provide a continuous relationship and cooperation with the private sector. Financial sustainability is a key for success in providing sustainability for the PPP project. Most of the incentives are financial incentives for the coordinator from the school and for the private sector as well.

However, from the school's perspective, both the government and the private sector should also provide financial support for PPP programs. The support should not be limited and dependent on international funding. Sustainability could be achieved for the PPP programs if the private sector assumes responsibility to cover some expenses for the students in the training period. Indeed, the private sector benefits from the student's services and skills during the training. In this way, the relationship between the public and the private sector helps ensure sustainability. That is, financial sustainability for the programs that is not contingent on foreign funds.

Another perspective from the school contends, for PPP to be sustainable, that the government should provide solutions to include offering motivating incentives for the private sector to continue the partnership and offer services for the school and for the students.

According to an interview with the the Technical Counsellor in the Tulkarm Vocational School,

“The government also is responsible to provide certain incentives of the private sector to encourage them to sustain the partnership with the school.” (TC, in-depth interview, 26.05.2016)

Instead, the local government office works as a local reference for the GIZ to receive and evaluate proposals applied for by the TVET institutes. The local governance office

is working to form a technical committee to work with all the TVET institutes to empower vocational training and education and link them with the local market and economy. The reason given for the governorate to conduct this function is because it represents an influential authority in the city for people and for the donor.

According to an interview with the Director of the Public Affairs at Tulkarm Governorate Office,

“Employees of the governorate are receiving their salaries from the government and the work that the technical committee does, this work will not require extra salaries or extra employees.” (Gov1, Expert-Interview, 01.06.2016).

The argument is that this can benefit the fund. It can help ensure that the investment is invested in the project which then helps to create sustainability and less dependency on the international funds and the donors.

As mentioned in section 3.8, financial sustainability for the PPP programs requires that the government include the MoF and the MoNE as main actors with main roles in the policy at all levels. This will help the local actors to obtain sustainable funds and financial support from the government and will also help to achieve the private sector incentives that makes the private sector more active actor in the PPP programs. This serves as the same purpose of including the governorate’s employees in the PPP projects which is less dependency on the international funds and donors.

According to an interview with the Director of Supervision Department in the MoL-Ramalla

“The government is responsible about the lack of funds for the PPP projects, the government should make a special financial sustainable policy to support the PPP projects and specify an enough budget for this.” (MoL2, 24.05.2016).

He added also, for financial sustainability that provides programs sustainability, all the actors should share financial support, as all the actors are benefiting from the PPP projects. In specific, the private sectors that benefit from the students services during their training period without paying the students salaries or any other expenses.

4.6.4 Lack of coordination between the national and the local level actors

The lack of coordination between the local and the national actors has been affecting both sectors, the private sector and the public sector represented with the teachers and the head of the school. The PPP strategy on TVET was developed at the national level with the public and private representatives from the headquarter offices in Ramallah. The private sector representatives at the local level have no-to-limited roles in the PPP strategy. This creates challenges for implementation of the strategy by local actors. According to the Secretary of Palestinian General Federation of Trade Unions (PGFTU)-Tulkarm Branch,

“Here in Tulkarm office of PGFTU, we don’t have any idea about any PPP between the PGFTU and the MoE&HE regarding to the cooperation with the secondary vocational school or other TVET institutes.” (PGFTU2, In-depth interview, 09.06. 2016).

From the public sector side, the administration of the school is run by the head of the school at the local level, with a direct relationship with the TVET administration in the MoE&HE. Implementation of PPP at the local level faces many challenges. The head of the school does not have the responsibility, the resources, and the time to oversee the details of PPP projects and the actors involved.

According to an interview with the Electricity Teacher in the Tulkarm Vocational Secondary School,

“There is no direct and enough continuous follow ups for the PPP programs between the teachers in the school and the MoE&HE.” (T2, In-depth-Interview. 26.05.2016).

Accordingly, the lack of communication between the teachers and the TVET administration in the MoE&HE creates an obstacle for the teachers to work on the PPP

projects and creates challenges for the teacher to coordinate with the private sector as discussed in section 4.4.2. The teachers can't provide all the required details and support for coordinating with the private sectors for students training period. This resulted in reducing their ability to coordinate for an efficient cooperation with the private sector.

Further, there should be a full time local employee in the MoE directorate - as its administration follows the MoE&HE administration - in the city to be responsible for all the PPP projects and the relationships between the school and the private sector. This would encompass donors, students, teachers, the head of the school, the local market, research, trainings, applying for PPP proposals and new funds, coordinating with the private sector representatives of PGFTU and the FPCCIA and the local government and any potential actors, and communicating with the actors and TVET administration at the national level in the MoE&HE. This employee could provide regular mentoring and evaluation by working closely on details of the PPP projects with the local actors.

The relationship between the national actors and the local actors is the key for a successful implementation for the strategy. It gives the local actors the influence to implement PPP activities. They are receiving the recognition of being decision-makers and important actors in the policy process. This helps to increase the efficiency and strengthen the implementation of the strategy in practice.

4.6.5 Shifting from a donor/national level-driven agenda to a local school driven agenda

The PPP on the TVET system happened because the donors' strategy of providing funds for TVET program and PPP projects. The main condition of the donor to support any project for the TVET is the requirement to involve the private sector as a main actor. The private sector arguably becomes part of the PPP, not because they have awareness of the value of the PPP and its importance for human and economic development, but because the proposal of the PPP offers incentives which most of the time are financial ones. According to an interview with the TVET Unit Project Officer at FPCCIA,

“There is short term success, because the PPP projects in TVET depend on international donor’s agenda. PPP should be made from inside, not by international donors.” (FPCCIA2, Expert- Interview. 07-06.2016).

Thus, inside the public and the private institutions, the partners themselves lack understanding of the importance of the PPP and its values. They are not aware of the results that could be achieved through the PPP for both sectors: the public and the private (and for the other involved actors). Further, teachers are not aware of the processes that happen at the national level on the PPP strategy.

4.6.6 Private sectors representatives’ trust in the government

When there is a lack of trust between actors, the process of the PPP strategy does not work efficiently and cannot achieve its goals in practice. There are many reasons that led the private sector to not trust the government and the public sector in working on the PPP strategy in TVET. These reasons include the continuous changing in the government, to include changing the ministries who are main actors in the PPP strategy design and formulation. This affected the sustainability of the PPP strategy in TVET. The lack of any legal framework or regulations addressing the risks, or not, assumed by the private sector leads to the private sector leaving the partnership and projects at any time of the strategy process when compensating incentives are not reached. Moreover, the private sector still does not have any practical role in managing the TVET system with the government.

This situation in the government created uncertainty for the private sectors.

According to the PR Manager in the FPCCIA,

“We in the FPCCIA are members in the steering committee of the TVET programs, but still we don’t have any practical role in managing the TVET system with the government and its design and formulation. We still are not part of the curricula design and the TVET institutions management. There is no legislation to give us the authority to do so. Moreover, there are continuous partnerships with the government, but the problem that the continuous change

of the ministries doesn't maintain sustainability for the programs we implement together. "(FPCCIA1, Expert-Interview, 07.06.2016).

4.7 Chapter Summary

For Tulkarm Vocational Secondary School, informal cooperation with the private sector has existed since the school was started. This is due to the social and cultural relationships that existed in the community. Accordingly, informal cooperation with private business at the individual level existed, without involving agreements between both sides. The private sector provides basic training and teaches basic practical skills for the students by hosting the student for a short time. It helps the students to get closer to the market and its needs for the particular profession. It breaks the barriers of the students in dealing with the market by ensuring social and communication skills with the clients.

In informal cooperation, the head of the school and the teacher of the subject coordinate personally with the private sector to host the student for a certain period for training. The cooperation model with individual private sectors continues even after the new strategy of PPP in TVET started the implementation phase in practice in 2011. The local school had only the choice to continue to cooperate with the individual private sector when PPP in the National TVET Strategy faced challenges in practice. However, the informal cooperation with the private sector was limited to traditional professions such as carpentry, welding and car mechanics.

After implementing the PPP strategy in the school at the local level, programs and initiatives by the main actors who were involved in the policy design and formulation, like the MoE&HE, MoL, donors, and the private sector representatives (FPCCIA and PGFTU) began. This kind of cooperation started to take different models to include the MoU between the private sector, the school and the donors. The MoU of the PPP

models has brought wider benefits for the school and for the students by providing more commitment by the students and the private sector. However, these programs and initiatives were irregular and not sustainable.

In Tulkarm Secondary Vocational School, there were changes, modifications and the adding of new majors. This was a result of the private sector and the market demand for certain professions and labour work. New majors were opened for girls in 2010 and 2012. This was a response to the needs of the private sector for professional positions to be held by females, which increased access and equity for girls in the vocational schools. The curriculum was changed according to new learning methodologies but did not succeed at the implementation because of many reasons including: 1) the teachers were not qualified and prepared to teach the new curriculum; 2) the lack of infrastructure in the school; and 3) the disagreement between teachers themselves as to the importance of applying these methods for the secondary vocational school to include how these new learning methodology match with the objectives of the vocational secondary schools.

A common limitation in the strategic implementation of the TVET PPP strategy is not involving sufficiently local actors - in particular teachers, students and the private sector - in the process. At minimum, there is a lack communication between them.

The strategy process should be from down-to-top; not from top-to-down. This approach would achieve better results at the implementation process to help avoid many challenges. It should start from the school students, the teachers, the head of the schools, the graduates, the local private sectors, and the NPOs who already offer some services. These parties have experience with the informal cooperation model with the school. They know what works and what doesn't work for PPP. Given that there are existing models for cooperation with the private sector at the local level, this chapter provides approaches to strengthen and support the local existing cooperation to more formal cooperation. Further, starting from the local level and coordinating with the local actors like the governorate and its employees also helps to provide financial sustainability for the PPP programs as the employees of the governorate - who are part of the technical committee that works on the TVET programs - take their salaries from the government,

in this way the government helps to provide financial support and use the other resources of funds for more extra activities on the PPP programs and for the students and the school as well. Besides, this will make the agenda driven by the local needs rather than being driven by the national or the donor agenda.

The PPP strategy processes in the vocational education should start from the local level with the existing actors who are already part of the cooperation with the school. These are the key actors who should be involved in designing a national strategy. This will guarantee better quality for the policy implementation in practice and sustainability for the PPP projects.



CHAPTER V

CONCLUSIONS, RECOMMENDATIONS, AND DIRECTIONS FOR FUTURE RESEARCH

In this chapter, I conclude by answering the main research question of the thesis: “In Palestine, how have the policies on Public-Private Partnerships in vocational secondary schools been designed as a policy and implemented in practice?” (Section 5.1). I then provide some recommendations for the key actors involved (section 5.2) and directions for future research (section 5.3). In Palestine, PPP in secondary vocational education was integrated in the National TVET Strategy for TVET system reform. The TVET system included the higher vocational education (level 4 and 5), secondary vocational education (level 2 and 3 -- skilled and craftsman) which is the target group of this research, and vocational training (level 1). Actors from the public sector, private sector, NPOs, and donors have been part of the strategy design as well as implementation with differing levels of participation and influence.

5.1 Conclusion

PPP in TVET was designed according to certain values held, goals and strategies. The actors shared and agreed on mutual values held and goals that meet their needs and incentives such as quality of vocational education outputs, valuing and empowering the private sector, creating a shared vision as well as a shared definition of the problem and solutions, sharing resources, developing human resources, developing the labour workforce for the local market, and improving decision making and governance level. However, each actor also has values held, goals and strategies that meet their own interests and differ from other sectors' interests. For example, being part of decision making while influencing the TVET system outputs was a main incentive for the private sector, NPOs, and TVET staff (to include teachers and head of schools).

Beginning in 1995, and accelerating since 2011, implementing the National TVET Strategy for PPP resulted in the government building new vocational secondary

schools, adding new majors, and modifying the existing majors to meet the needs and demands of the private sector and the market. The curriculum was changed and new learning methodologies were adopted to increase the practical and up-to-date skills of the students. Majors for girls were opened for the first time to meet the demand of the market for female positions in certain professional majors like cosmetics, computer and communication. However, there were challenges to implement the teaching of the new curriculum and majors which include:

- teachers and TVET staff were not sufficiently qualified to teach the new curriculum, resulting in conflict between teachers themselves and with the TVET administration in the MoE&HE and leading to the alteration of the new curriculum again;
- the lack of the infrastructure in the school that did not enable the simulation of the new curriculum on the ground; and
- the lack of necessary, regular and formal cooperation with the local private sector.

Political, economic and social challenges that stopped, or at minimum hindered, the implementation of the PPP strategy on the National TVET Strategy that was adopted in 1999 were significant. The political challenges were represented in the Israeli occupation and its consequences. The political situation resulted in economic challenges that affected the local market and the status of the private sector. The social challenges included the damaged reputation of vocational education as a result of the questionable quality of its outputs in that graduates' skills and knowledge failed to meet the needs and demands of the private sector.

In 2011, a revised TVET strategy was issued with same actors and plans. The implementation started in the schools. It began by implementing agreements of MoU with NPOs and working on other projects that involved the private sector as a main condition for the donor. However, a gap between the national and the local level resulted given the top-down process. That is, the terms of the project do not reflect being demand driven at the local level. Excluding actors like local NPOs and the individual private sector with the same profession of the majors taught in the school is one such example. The NPOs are raising their voice to influence, and become part of,

decision-making when it comes to TVET education outputs. Raising their voices assists in achieving their incentives as well as protecting the right of their organization's members and employees to control and organize their profession in the market with respect to prices, clients and members' activities.

The informal cooperation model of PPP with individual private business and workshops continued even after the PPP strategy started to be implemented. Informal cooperation is organized by the teacher of the major or by the head of the school absent formal agreements or funds. Introducing the students for the market and its needs for their professions as well as providing practical skills for the students that they cannot gain in the school is critical. However, the informal cooperation model of PPP is limited to the traditional majors like Carpentry, Blacksmithing, and Welding. The school and the students find it more difficult to have cooperation and partnership with the private sector professions of non-tradition majors like Communication; Agriculture; Electricity; Conditioning and Cooling; and Computer and Computer Maintenance. These majors require infrastructure, advanced techniques, trainer skills, and equipment that the school does not possess. However, the school has succeeded in developing a partnership and MoU with the local NPO of the Electricians Syndicate for the Electricity major.

The national policy could support better the role of the private sector by empowering their role in the learning and teaching process of the vocational education inside the school and in the work place, which will increase the quality of the education outputs and make influence of the private sector on the education outputs. Besides, the national policy could support the informal cooperation with the private sector by providing some incentives for the private sectors, like funds or reducing taxes, and this will result in more commitment from the private sector for hosting students for training or by providing experts for the school.

The main actors of the public sector (MoE&HE and MoL), the private sector representatives, and donors should build on the informal PPP arrangement while incorporating the benefits of a more formal system. The informal PPP arrangement is the main mechanism practiced locally. This will help students to get closer to the

market, apply their knowledge and skills, and obtain the practical skills required for the market. Further, the formal PPP is an opportunity for application by the NPO or by the private sector through obtaining the trust of the private sector in student skills. Accordingly, the main actors of the PPP on the National TVET Strategy should increase the number of partnerships with the local NPOs and the private sectors with the same professions taught in the school, to increase the formal training for the students with the partners.

The formalization of PPP arrangements will increase employability thereby benefiting both the students and Palestine's economy. It will serve to direct the students' attention to the options of self-employment or working with the private sector. That is, rather than continuing their education at the university level (with the likely outcome of unemployment), students will understand the opportunities for gainful employment as a result of attending vocational school. The private sector will benefit as it will be able to find and employ graduates with the required up-to-date skills that certain positions in their companies need. Finally, formalizing PPPs will benefit Palestine's economy. Unemployment places demands on the government and the private sector to support unemployed individuals whereas employed individuals are able to contribute taxes and enhance the well-being of all.

The research undertaken for this thesis has contributed to several previously understudied areas of knowledge. The private sector representatives who are main actors in the PPP on the National TVET Strategy are not formally included. Not involving the right private sectors that are supposed to be in cooperation with the school, such as private sectors with the same profession taught in the school as well as those that already have informal cooperation with the school, is troubling. Further, it is arguable that an appearance is created that the government is not aware about the objectives of the secondary vocational education and its importance for the local economic development. In addition, it is arguable that an appearance is created that the government hinders implementing efficient PPP projects with the school and doesn't support the right environment for increasing PPP projects and as a result most of the

PPP projects on TVET that the government runs are driven by the national and the donor agenda.

This research is contributing to existing theories on PPP in vocational education. The quality of vocational education is better to be achieved by involving the employers and the private sector in curriculum design, planning for training, teaching and learning process at the national and local level (Hawley, 2007). PPP in vocational education is very important to produce a competent workforce for local economic development that can increase employability and overall improves the country's economy (Okoye & Chijioke, 2013). This research, also indicates that the lack of funds and the image of the vocational education are main challenges to achieve efficient PPP projects.

Un-employability amongst students who graduate from the vocational schools increases when the education outputs don't match the needs and the demand of the market. The private sector can become involved in skills development in the TVET institutions to increase both the quality and quantity of the TVET outputs and increase the cooperation through apprenticeship programs to create opportunities for student training (Thansen, 2012).

These existing theories are lessons for actors in Palestine to learn from other countries to improve the quality of vocational education by implementing effective PPP programs and projects.

5.2 Recommendations

For the donors:

- For effective PPP in vocational secondary schools and students, the donor should finance students through their partnership and training period with the private sectors to become like full-time employees in the private companies. This will get the students closer to the workplace, learn the practical skills, be

more committed for the training, increase the private sector trust in the school graduates skills and knowledge, and enable students to get the opportunity to find permanent employment.

For the public actors/the government:

- Considering the Ministry of Finance (MoF) and the Ministry of National Economy (MoNE) as main actors in the PPP on vocational secondary schools will guarantee financial sustainability for PPP projects. Involving the MoF and the MoNE is the only way to guarantee sustainable funds for the PPP projects that in its turn ensures commitment for the practical training period from the students and the employers. Besides, the two ministries are important to empower the private sector and meet their incentives in the process and the implementation of the PPP. This also can be a source of funds for students in their internship as full employees with the private sectors for certain period of time;
- To improve the quality of the of the secondary vocational education outputs, the private sector should have stronger role in the PPP policy processes. The educational outputs should be valued by the private sectors and this can be achieved by engaging the private sector with curriculum design and link the practical skills with the work place; and
- For improving the quality of the vocational education outputs, the government should invite experts and professionals in the majors taught in the school to train teachers and teach student classes.
- Specifying and supporting in practice the objectives of the secondary vocational education for the local market and the economic development by the government will increase the opportunities for successful PPPs that serve the objectives. It also requires involving the private sector in the teaching and learning processes.

- The local market needs should be studied and then addressed by the school majors, skills and knowledge that the vocational education outputs of students' knowledge and skills could be able to meet the needs of the market and the private sector. So for successful PPP policy, the key actor should address the local needs and include local actors as main actors in the policy.

5.3 Directions for future research

In this section, I identify four areas for future research.

- Study the local private sector with the same profession as the majors taught in the local school with existing informal cooperation PPP with the school. This study would entail exploring their perspectives on PPP with the secondary vocational education; potential cooperation with the school; types of services they can offer; their incentives; and their capacity for hosting students for internships, training, and employment after students graduate. The aim would be to determine what makes the private sector an active partner for an effective implementation of PPP to achieve its goals and objectives, and the objectives of the PPP overall. This will lead to insights on how to strengthen the existing informal cooperation model of the PPP and to what extent this might increase employability in the local market.
- Research in greater depth the role of the Ministries. This includes their awareness about all the levels of the TVET institutes and their objectives; actors that should be involved; government capacity; and strengths and limitations for PPP in secondary vocational education. Further, examine what future policies and plans the government has for improving PPP in vocational secondary education to achieve the objectives of the secondary vocational schools.
- Research the role of international donors and large Palestinian private companies, engaged in existing partnerships with the MoE&HE in TVET, in supporting the PPP in vocational secondary education,. Address how the donors

and the big private companies can be crucial to support projects, provide budgets, and create an environment for PPP in vocational secondary education by investing in the vocational schools graduates for human and economic development. That is, how do they seek to achieve the objectives of the secondary vocational education, which is providing the market with skilled craftsman for human and economic development. Further, how donors can support the students, who turn into success stories, to become partners with the school. That is, to offer the required services and training for the school in their profession.

- A comparative study should be done between Palestine and Germany on PPP in secondary vocational education. This study should address the actors, what they contribute to ensure a successful PPP in practice, the local market, and incentives offered for the private sector and other actors that make them committed. Also, such a study would reveal other possibilities that benefit and contribute in making PPP successful projects in Germany. For example, who coordinates with the private sector and what qualifications should this coordinator have? The German government is the supporter for the Palestinian government for the TVET institutes and PPP projects. The German GIZ is the implementing agency for the projects and it provides coordination, experts, trainings and consultancy in Palestine and in Germany for the actors involved in the PPP projects. Despite the fundamental differences between Palestine and Germany, the German GIZ support for PPP in Palestine is able to transfer the German successful experience in PPP in vocational education in regard to the methods adopted in the curriculum, learning skills, and the apprenticeship. This study would contribute to more specific details that can help a more successful implementation of PPP in Palestine and avoid challenges that could hinder the PPP projects.

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LIST OF ACRONYMS AND ABBREVIATIONS

EU	European Union
FPCCIA	Federation of Palestinian Chambers of Commerce, Industry and Agriculture
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
MoE	Ministry Of Education
MoE&HE	Ministry of Education & Higher Education
MoL	Ministry of Labour
MoF	Ministry of Finance
MoNE	Ministry of National Economy
MoU	Memorandum of Understanding.
MSTP	Multi Stakeholders Partnership
NGO	Non- Governmental Organization
NPO	Non- Profit Organization
PNA	Palestinian National Authority
PGFTU	Palestinian General Federation of Trade Unions
PPP	Public-Private Partnership
SCO	Social Society Organization
TVET	Technical Vocational Education and Training
UNRWA	United Nation Refugees Workers Agency
VET	Vocational Education and Training

TABLE OF CODES

Code	Name	Organization- Position	Methodology	Date
MoE&HE1	Jihad Dridi	Director General of Vocational Education in the MoE&HE	Expert Interview	22.05.2016
MoE&HE2	Usama Shtayeh	Director of Vocational Education in the MoE&HE	Expert Interview	08.06.2016
MoL1	Nidal Ayesh	Director General of Vocational Training Directorate at MoL -Ramalla	Expert Interview	22.05.2016
MoL2	Mohammad Dieb	Director of Supervision Department in the MoL-Ramalla	Expert Interview	24.05.2016
MoL3	Nisreen Bari	Director of Development and Project Supervision Department in the MoL	Expert Interview	24.05.2016
MoL4	Muwafaq Qabaha	Director of MoL Directorate in Tulkarm	Expert Interview	05.06.2016
GIZ	Andreas Adrian	Head of Programme: TVET and Employment Promotion Programme (TEP)- (GIZ).	Expert Interview	16.07.2016
FPCCIA1	Akram Hijazi	PR Manager - Federation of Palestinian Chambers of Commerce, Industry and Agriculture (FPCCIA)-Ramallah	Expert Interview	07.06.2016
FPCCIA2	Michael Buchele	TVET Unit Project Officer	Expert Interview	07.06.2016
CH1	Tagreed Naser	Vocational Training coordinator in the Chamber of	Expert Interview	11.07.2016

		Commerce , Industry and Agriculture – Tulkarm		
PGFTU1	Hussein Fuqaha	Secretary of Palestinian General Federation of Trade Unions (PGFTU)- Ramalla	Expert Interview	09-07-2016
PGFTU2	Nael Derbas	Secretary of Palestinian General Federation of Trade Unions (PGFTU)- Tulkarm	In-Depth Interview	09.06.2016
NPO1	Abd-Elrahim Natour	Secretary of the Electricians Syndicate-Tulkarm Office	In-Depth Interview	22.06.2016
NPO2	Jamal Badran	Head of Trade Union of Barbers and Hair dressers	In-Depth Interview	05.06.2016
Gov1	Maysoon Zureiqi	Director of the Public Affairs -Tulkarm governorate Office.	Expert-Interview	01.06.2016
HoS	Mohammad Yacoub	The head of the School	In-Depth Interview	25.05.2016
HoSD	Naseem Awwad	Head of the School Deputy	In-Depth Interview	25.05.2016
TC	Shadi Abu-Shamaa	The Technical Counsellor in Tulkarm Vocational school	In-Depth Interview	25.05-2016
T-EXP	Abd-Elfatah batran	TVET Expert	Expert Interview	17-05-2016
EXP1	PhD. Mohamed Nasr	Expert. <u>Birzeit University Collage of Business and Economy</u>	Expert Interview	10.06-2016
EXP2	PhD. Adel Al-Zagha	Vice President of Finance and Academic Affairs. <u>Birzeit University Department of Economics</u>	Expert Interview	06.06.2016

P1	Rihan Madani	Private-Cosmetic and Beauty Saloon	In-Depth Interview	30.06.2016
P2	Mohammad Al-Dana	Private-Carpenter	In-Depth Interview	30.06.2016
P3	Iyad Jallad	Private- Welding and Metalwork.	In-Depth Interview	30.06.2016
PALTEL	Emad Shawahneh	Director of the Palestinian Telecommunications company in the North	In-Depth Interview	09.06. 2016
T1	Omar Kraishi	Teacher- Electricity	In-Depth Interview	26.05.2016
T2	Jamal Masaeweh	Teacher- Electricity	In-Depth Interview	26.05.2016
T3	Eiman Ketaneh	Teacher- Communication	In-Depth Interview	26.05.2016
T4	Shayma Shteewy	Teacher- Computer	In-Depth Interview	26.06.2016
T5	Reem Kabha	Teacher- Cosmetics	In-Depth Interview	20.06-2016
TFG	Teachers Focus Group	11 teachers	Focus Group Discussion	26.05.2016
SFG1	Students Focus Group –level2 & 3	15+10 students	Focus Group Discussion	30.05.2016
SFG2	Students who are pursuing level 4&5 universities	10 students	Focus Group Discussion	02.06.2016
SS1	Nael Tamouni	Success story-Student Graduate since 2010- Car Mechanics	In-Depth Interview	09.07.2016
SS2	Hamzeh Tayeh	Success story-Student Graduate since 2010- Maintenance Technician	In-Depth Interview	09.07.2016

REFERENCES



APPENDIX



จุฬาลงกรณ์มหาวิทยาลัย
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VITA



