



מדינת ישראל
State of Israel

אגף חינוך, השכלה וכוחות הוראה
Education and Teaching Staff Department



הלשכה המרכזית לסטטיסטיקה
Central Bureau of Statistics
دائرة الإحصاء المركزية

Data sources currently available to ICBS on adult education

Administrative microdata files

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Vocational courses for adults supervised by the Ministry of Economy

Since 2007, the ICBS receives from the Ministry of Economy administrative annual data files including the population of students enrolled in vocational courses for adults¹. The courses are intended for adults aged 18 at least, who wish to acquire a trade, or upgrade and update their professional knowledge and skills so as to improve their employability and income possibilities.

A large part of the population enrolled included here are job-seekers referred by the Ministry's employment agencies. Others are employed people sent to these courses by their employers.

The administrative file includes identified microdata for all publicly funded students in these programmes. In 2012 there were 44,506 such students, of which 26,787 received vocational certificates in this year. Available data breakdowns include field of study, age, sex, etc.

¹ The Ministry of Economy is also responsible for formal educational programmes under the aegis of MAHAT. These programmes provide Technician's and Practical Engineer's certificates, and are clearly classified as ISCED 2011 level 5 (Short-Cycle Tertiary) programmes. It is not our intention to deal here with such categories, which are considered in our UOE reports as fully within the realm of formal education, although in other documents the Ministry of Economy has tended to include the provision of all of these forms together under VET.

Students in vocational courses supervised by the Ministry of Economy, 2011-2012²

Year and age	Students Total	Thereof: Certificate recipients
2011	45,552	24,157
2012 - total	44,506	26,787
thereof:		
aged 18-24	17,548	9,622
aged 25-29	8,387	4,902
aged 30+	18,427	12,191

Two main tracks can be identified from the data files, set for two different populations:

- **Day courses for job-seekers** – Students are referred to these courses by the public employment service. It includes programmes for market insertion of targeted populations (Haredi- and non-Jewish women, people with special needs, new immigrants, industry workers who are in imminent risk of unemployment, discharged soldiers). The length and intensity of these courses vary greatly. Success in final examinations entitles students to a vocational certificate, giving them a professional status recognized by the Ministry, and as such they can expect to be referred by the employment services to jobs within their new field of expertise.
- **Evening courses for the wide public** – These are carried out in business schools, and cater for all those interested in improving their knowledge or acquiring a trade. The recognized institution has to fulfill the Ministry's professional and administrative requirements. The final examinations are under the responsibility of the Ministry, entitling the certificate recipient a professional license or vocational diploma in the field of study: computers, fashion and textile, electricity, transportation, etc.

The programmes included in this file can be very different from each other in content, length, intensity and also mode of provision, since it is not clear how to identify courses directly provided by

² Data includes all students who began their studies during the specified calendar year.

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the state, as opposed by those provided by other actors and either supervised or (partially) funded by public agencies. The programmes included in the file could be of different nature also in terms of on-the-job training besides re-training or upskilling for job-seekers. It could be either educational center-based or given at the workplace. A thorough mapping of the population of this data file is in order for ICBS to improve its understanding and further analytical statistical work.

Only then it would be possible to embark on the wider mission of a classification of all adult programmes in Israel, or at least those with some degree of public funding or supervision.

Up till now, no systematic analysis has been made in ICBS to account for multiple counting of students in adult education. It is possible that many student counts currently collected under the Survey of Vocational Training Institutions are in fact enrolled in Ministry of Economy courses, thus allowing for double counting between the aforesaid survey and the Ministry's administrative data file. Most importantly, this double counting might be found among those in the Survey who are eventually classified as Short Cycle Tertiary, creating an apparent contradiction between those in formal tertiary education according to the Survey, and the very same people (and programmes) who as a rule are not considered in tertiary education (since they are on the Ministry of Economy's data file).

An important mission to be undertaken by ICBS is therefore to estimate the level of multiple counts to be found among such sources, in order to allow for an estimation of the size of the population in adult education.

Recommendations would be welcome for some of the following questions:

- How can vocational courses by the Ministry of Economy be classified along the lines of formal/non-formal education?
- How can reliable estimates be drawn on these populations, considering the information contained in the Survey of Vocational Training Institutions?
- What significant indicators can be created based on this category, either by itself or as part of a larger category?

Yeshivas and Kolels

These orthodox Jewish religious institutions cater for adults. Mostly the studies have no time limitation, and therefore no qualification is obtained at the end of the programme. Consequently, they are not currently reported as formal education to OECD, although these institutions are publicly funded by one of the Ministry of Education's units.

These studies are considered a way of living, with cultural and spiritual motivations underlying enrollment.

These are some of the main programmes included in this category:

- **Higher Yeshiva** – Full-time studies throughout the day for upper secondary graduates (16-17-year-olds and onwards). This type of programme includes religious contents only, for either Ultra-Orthodox or Orthodox Religious sectors. Most Orthodox (sometimes referred as National Religious) yeshivas also include teacher training programmes.
- **Kolel** – Religious institution catering for married men, either full-time or part-time. Most students receive a monthly stipend.
- **Hesder Yeshiva** – National Religious yeshiva for upper secondary graduates, combining regular military service with a full-time yeshiva curriculum, recognized by the Ministry of Defense.

Annual data on these programmes exist at ICBS since 1997, but only data from 2006 onwards is currently considered of good statistical quality and reliability.

The administrative file includes identified micro-data for all publicly funded students in these programmes. In 2011 there were 145,000 such students, about 20,000 thereof non-Israeli citizens, but Jews who come to Israel from abroad, retaining their foreign status although they live in Israel for many years.

The number of records for each student on this annual file depends on the number of programmes a student has participated in during the year. The annual figures reported by ICBS count each student only once, accounting for their unique identifier, i.e. either ID or passport number.

The numbers of students and institutions included in the file depend on political trends, since an institution can be funded (and therefore included in the population) in a certain year and not in the

following one, so resulting in a fluctuation in the reported number of students. Still, our analyses allow us to assume that a relatively small proportion of the students go unreported, so in the last years the trends in figures behave in a relatively expected manner.

Trends in the number of students in Yeshivas and Kolels, 1997-2011

Year	Student total	Thereof: % foreign citizenship
2006	114,703	18.7
2007	122,543	16.8
2008	125,217	14.5
2009	129,326	11.3
2010	138,249	11.2
2011	145,000	13.8

Since these data are based on individually identified records, it is possible to account for internal duplicities, show geographical and socioeconomic breakdowns, and link these records to other identified registers such as the Ministry of Interior's Population register, as well as other identified student data sources.

The classification of these programmes according to international criteria is problematic, and raises again the question of the meaning of "formal" against "non-formal" education. Since no qualification is generally awarded, most programmes are in principle life-long and do not lead to either a higher level in the formal education hierarchy or to integration in the labour market. Still, this is definitely intended, intensive and organized learning occurring in publicly recognized and publicly funded institutions. In addition, it applies to large numbers of people and is an important trait of Israel's population at working ages, significantly affecting the percentage of participants in the labour market. For cultural, societal and economic reasons, it seems important to account for this phenomenon in the best possible way. This is not done today in international comparisons by educational programmes (e.g. UOE), which currently concentrate on formal programmes.



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We in ICBS would like to explore the possibility to see some of these categories as integrating a larger category of adult non-formal education, and see in this option a useful exercise. Then it could stimulate the creation in the future of comparable categories abroad, and start building meaningful comparisons across countries.

Wrapping up, recommendations would be welcome for some of the following questions:

- How can Yeshivas and Kolels be classified along the lines of formal/non-formal education?
- What additional data linking could be done so as to obtain useful value from this data? E.g. with other adult learning data sources.
- What significant indicators can be created on this phenomenon, either by itself or as part of a larger category?