



The Program to Promote Economic Growth and Development for the Bedouin Population in the Negev

Government Resolution 3708

A Formative Evaluation by the
Myers-JDC-Brookdale Institute

August 2018

**The Program to Promote Economic Growth
and Development for the Bedouin Population in the Negev**
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A Formative Evaluation by the Myers-JDC-Brookdale Institute

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Budgets are presented in this report in local currency (New Israeli Shekels - NIS).
At the time of publication the exchange rate was \$1 = NIS 3.6

**The study was commissioned by the Ministry of Agriculture
and Rural Development**

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On the Resolution to Promote the Bedouin Population in the Negev

Government Resolution 3708 stipulates the five-year plan for 2012-16 and defines the following goals:

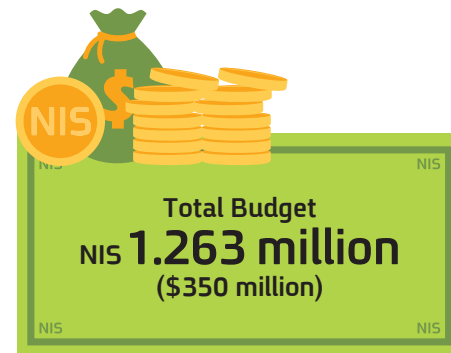
- a. To raise the employment rate while diversifying places of employment and increasing employee integration into the Israeli economy
- b. To develop infrastructures supporting employment, education and society such as transportation and childcare frameworks
- c. To strengthen personal security
- d. To promote employment-supportive education
- e. To strengthen and support social life, community and leadership in Bedouin localities and to expand social services.



Emphasis: investing in women and the young, especially as regards employment and education.



The Ministry of Agriculture, through its Department of Socio-Economic Development of Negev Bedouin Society, is in charge of incorporating and implementing the Resolution.





**On the Bedouin
in the Negev**

Population Characteristics

248,800

**Bedouin living
in southern Israel
at the end of 2016**

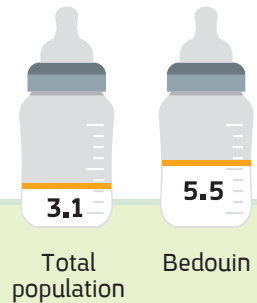
Cities and Villages

Some 75% of the Bedouin in southern Israel live in recognized localities; the rest live in localities not officially recognized by the State of Israel. The recognized localities include the city of Rahat; six local councils - Segev Shalom, Tel Sheva, Laqye, Hura, Ar'ara Banegev and Kuseife; and two regional councils - Neve Midbar and Al Kasom, containing some localities that are not recognized. All the Bedouin localities are situated in the lowest socio-economic cluster (Cluster 1).

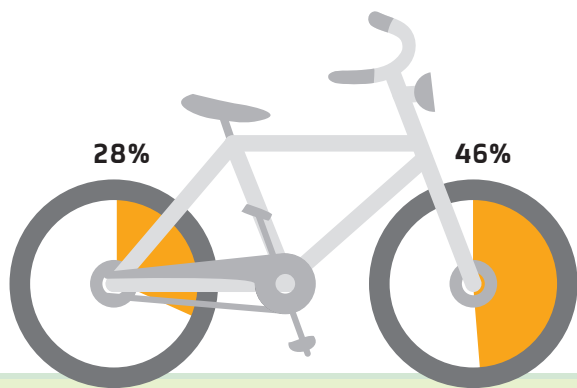


Fertility

Bedouin women have a high fertility rate: in 2015, it stood at 5.5 children per woman as compared with 3.1 in the total population.



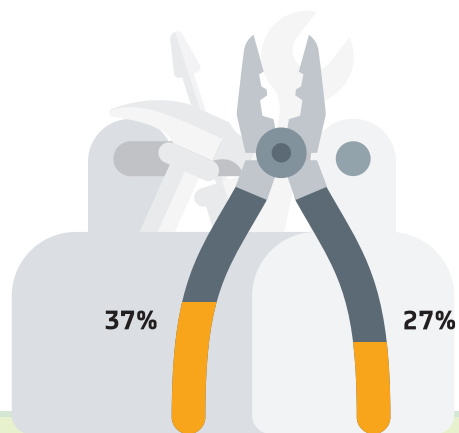
Proportion of population up to age 14



Total population

Beduin

Proportion of population ages 25-54

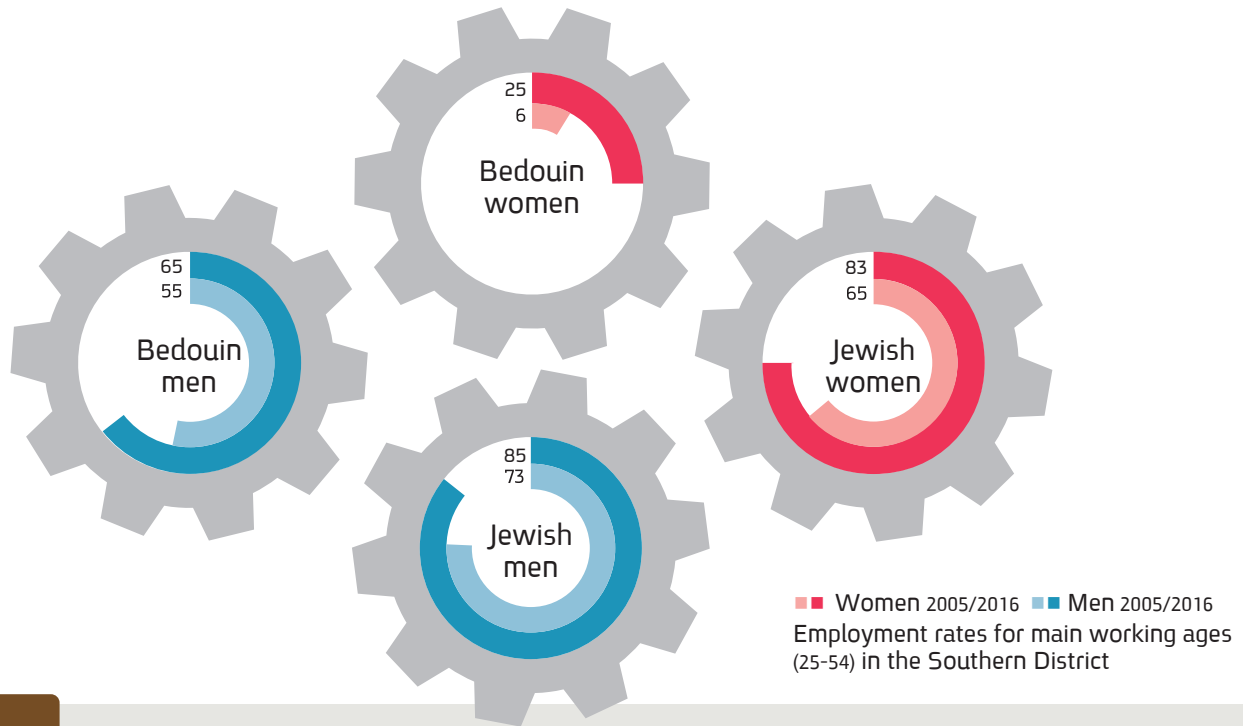


Total population

Beduin

Employment and Wages

Between 2005 and 2016, the percentage of employed Bedouin women increased from 6% to 25%:



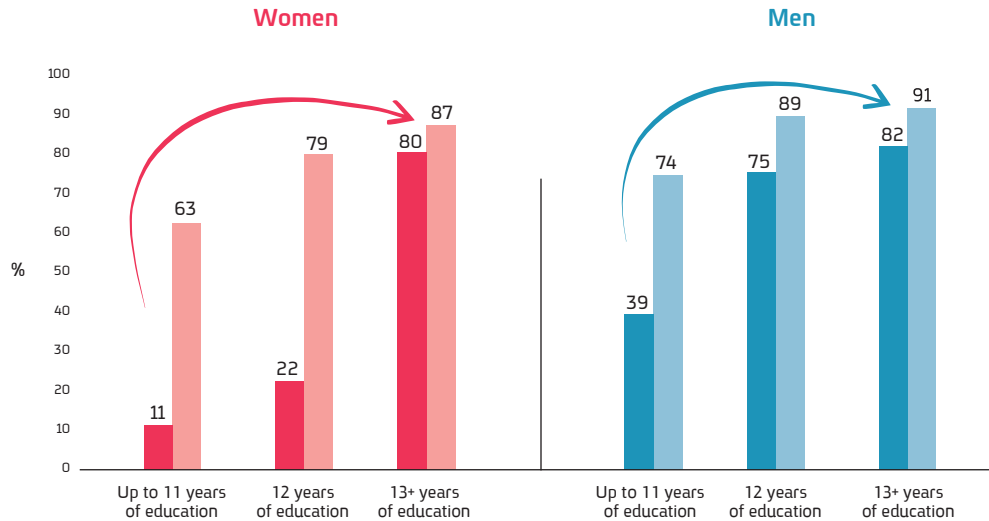
Average
monthly wage
(2014)

Men,
national
NIS 12,311

Men,
Bedouin population
NIS 7,823

♂ From 2007-14, the real average wage of Bedouin men rose by 11% vs. 0.4% among the total male population of Israel.

As level of education rises, the gaps in employment rates narrow between the Bedouin and general populations, especially among women:



Employment rate by years of education and gender in the 25-54 age group, 2016, Southern District, in percentages

■ Bedouin population, women/men ■ Jewish population, women/men

Women,
national
NIS 8,295

Women,
Bedouin population
NIS 5,172

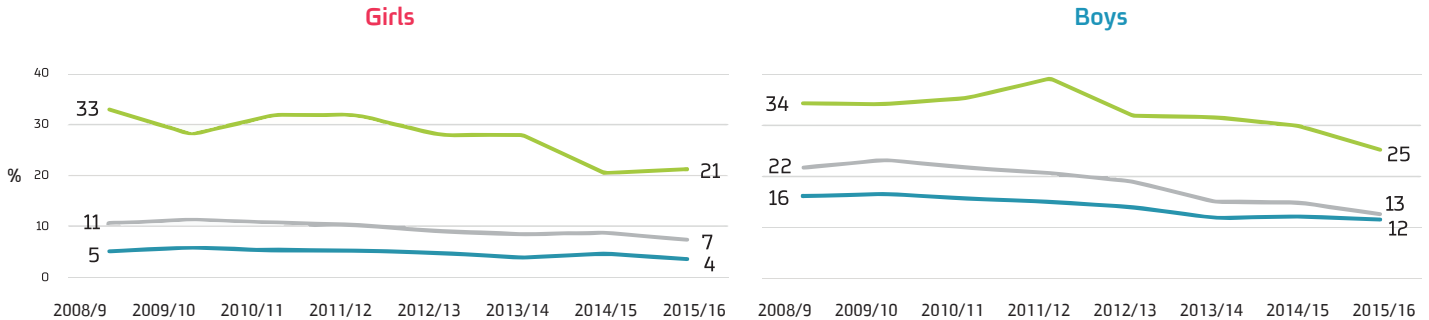


From 2007-14, the real average wage of Bedouin women rose by 12% vs. 7% among the total female population of Israel.



Education

School dropout rates are particularly high among the Bedouin population, especially among boys. There was a decrease between 2012 and 2016:



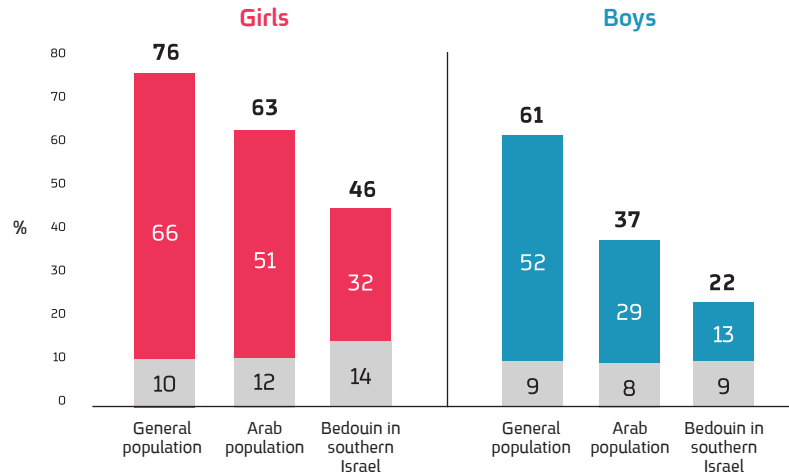
Dropout rates of the 17-year-old cohort, 2008/9-2015/16, in percentages

- Total population
- Arab population
- Bedouin in southern Israel

Dropout rates in high school: 3% of the girls vs. 10% of the boys



Matriculation eligibility rates in 2015/16 were low, especially among boys:



Distribution of the 17-year-old cohort in 2015-16, by matriculation eligibility and by gender

Bedouin in southern Israel, Arab population without Bedouin or Druze, and total population without Haredim or Bedouin, in percentages

■ Matriculation not meeting university prerequisites ■ Matriculation meeting university prerequisites



Percentage of 12th-graders taking matriculation in 5-point math: some 3% in the Bedouin population vs. 13% in the total population

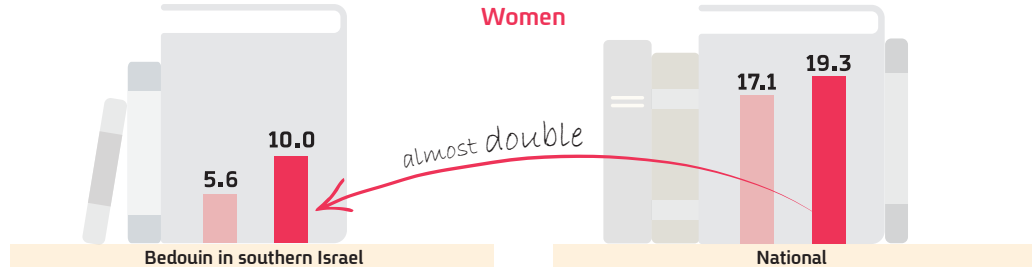


Percentage of 12th-graders taking matriculation in 5-point English: some 7% in the Bedouin population vs. 40% in the total population

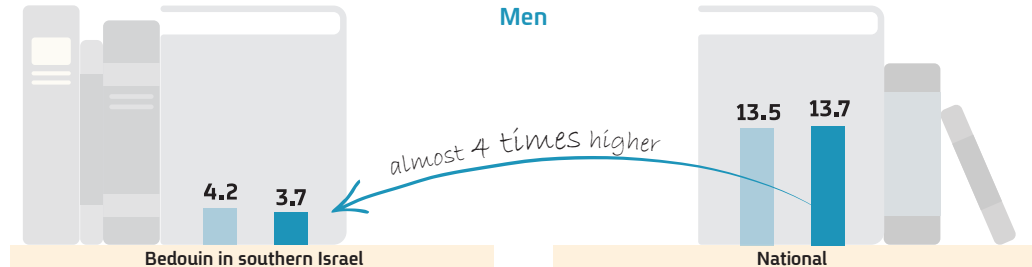
The percentage of Bedouin women studying for a bachelor's degree doubled between 2008 and 2016 // The percentage of Bedouin men decreased:

Percentage of bachelor's degree students in the 20-29 age group

The national percentage for women is still double that of Bedouin women



The national percentage for men is almost 4 times higher than that Bedouin men in the south

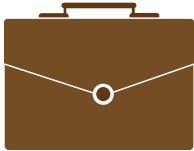


■ 2008/9 ■ 2015/16



**Selected
Activities and
Achievements
under the
Government
Resolution**

Employment



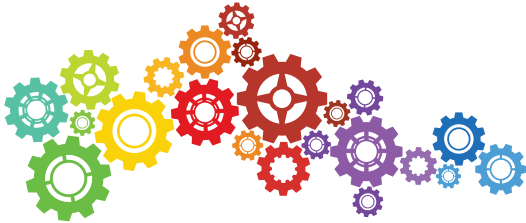
Establishing Riyan Employment Centers

The Riyan Centers provide participants with vocational guidance, professional training and job placement. They are situated in the localities themselves and take advantage of local resources. Prior to the Resolution, the centers operated in two localities. Since the Resolution, they have been distributed throughout all Bedouin local authorities. In the years covered by the Resolution, center activity reached 9,650 people - 49% of them women. Some 50% of the men and 30% of the women were placed in jobs within a year of joining.



Developing Industrial Zones

The industrial zones were designed to provide residents with employment close to home and to increase the payment of municipal taxes. One prominent zone, Edan Hanegev, houses Soda Stream and Cargal Ltd., which together employed 1,900 people, including some 750 Bedouin (39% of the total employees), as of the end of 2017.



Practical Engineering Studies for Adults

Prior to the Resolution, Bedouin students in the Shiluv Program studied in separate college classes. Following the Resolution, the study model was changed and under the Ashbal Program students are integrated into regular college classes. The students receive financial and personal support. Since the start of the program, 305 students have embarked on the engineering track, 25% of whom are women (as of 2017).



Improved Access to Transportation

Transportation - particularly public transportation - is important to ensure access to places of employment and education. It is particularly important for women as it is perceived as a decent, respectable form of travel. Since the Resolution, the number of inter-city trips has increased by 94%, and of intra-city trips, by 43%. In addition, main transportation routes have been developed.

Education



Dropout-Prevention Programs

The two-year **Nahshon Program** is designed for 8th-graders on the brink of dropout. It has three components: narrowing scholastic gaps, treating emotional problems, and social empowerment. The program was not operative prior to the Resolution, and in 2016/17 the cohort numbered 300 students with 83% persevering through 12th-grade.



Achievement-Improvement Program

Let's Read Together in Arabic is designed for weak 1st-graders to help them acquire reading and writing skills, enrich their literary Arabic vocabulary and be motivated to read in Arabic. It is all computer-based. Prior to the Resolution, the program was operative in one locality. In 2017 it was expanded and implemented throughout the Bedouin population in the Negev.



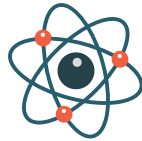
Programs to Increase Matriculation-Eligibility Rates

The **Subject-Barrier Program** helps 11th- and 12th-graders who failed in one or two matriculation subjects or are expected to do so. In 2016/17, 750 students participated in the program compared with some 420 in the year prior to the Resolution. 94% of Bedouin students succeeded in matriculation exams in the subject that had posed a barrier.



The Science-Technology Education System

The program, **Integrating Students in Industry for At-Risk Youth**, is designed for 10th-12th-graders at risk and combines school and college studies with practical industrial experience. The 2017 cohort numbered 320 students with 87% persevering through 12th-grade. The program was not operative prior to the Resolution.



Centers of Excellence

The Centers of Excellence are designed for grades 3-6 and operate one day a week after school. They offer a compulsory course in science and technology and an elective in a choice of subjects. Six centers became operative under the Resolution and, in 2017, served some 900 students.



Development and Expansion of Informal Education

Under the Resolution, informal education grew considerably and in 2017, reached more than 13,000 children and youth, including youth movements, children's camps, and the prevention of loitering and delinquency.

Personal Security



Israel Police

Most of the Bedouin population in southern Israel are within the jurisdiction of the Haayarot and Rahat police stations. Under the Resolution, their manpower was boosted by 139 approved positions (a rise of 75%). 18 Community Service Officers were introduced to increase police presence and prominence on the ground and strengthen contact with the population.



City Without Violence

The City Without Violence program strives to improve the ability of local authorities to address violence through five core areas: law enforcement, education, welfare, recreation, and community. Under the Resolution, the program has expanded from five local authorities to all Bedouin authorities in southern Israel.

Additional Achievements



Establishing an infrastructure of knowledge and creating professionalism

Through their work in implementing the Resolution, local staff have become more professional and more knowledgeable. This is important for ensuring the program's continuity over time and enabling residents to use their knowledge not only in program frameworks. For example in the Riyan Program and in several education programs, Bedouin residents were active in implementing the programs.



Adapting activities to the social and cultural structure of Bedouin society

- a. **Riyan Program:** A joint network of leading community figures was established as well as Imam forums to facilitate the entry of women into the employment market
- b. **City Without Violence:** The program works with the Sheikh Forum in Rahat and draws on the assistance of imams to help communicate with the community.

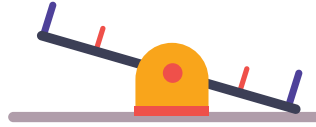
Challenges





The issue of land and non-recognized localities

The issue of land and non-recognized localities is a source of ongoing tension between the local population and state authorities, impeding trust and cooperation.

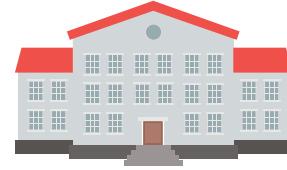


Shortage of infrastructure and physical amenities

Public transportation: The shortage of proper roads has delayed the development of public transportation

City Without Violence: There are not enough public grounds for children's activities

Informal education: There is a shortage of public buildings for activities.



Difficulties of local authorities

Local authorities play a key role in developing and providing services for residents. They grapple with major challenges of their own, such as insufficient income, rendering them dependent on government budgets; and unfamiliarity with the workings of government, making it difficult for them to utilize government budgets.



Professional workforce

There is a shortage of professional and skilled people for various positions and occupations. This is reflected in (formal and informal) education, the local authorities, the Riyan Centers, and the plants or factories operating in the industrial zone that struggle to recruit a suitable workforce.



Knowledge of Hebrew

Very often, the level of Hebrew of young Bedouin is inadequate and hinders their integration into Israeli society, whether to pursue higher education or find employment.



Lack of inter-ministerial coordination

This is reflected in a lack of mutual learning and information sharing, e.g., there is no connection between the Centers of Excellence of the Ministry of Education for grades 3 to 6, and the programs of excellence of the Ministry for the Development of the Periphery, Negev and Galilee for grades 9 to 12.



Unique socio-cultural structure

Women's status: Bedouin society is fundamentally traditional and patriarchal. This poses barriers for women, such as high-school studies and working outside the home or the locality.

Unwillingness to deal with topics indicating irregularities/problems: It is difficult to proceed on matters that indicate difference or deviance from the norm, for example, the identification and diagnosis of students with learning disabilities.

The commitment to clan and extended family: This affects various areas such as public appointments and the sharing of common infrastructure (public institutions, public transportation) located in the territory of, or used by, another clan or family.



Future Directions



Ensuring continuity

Ensuring the continuity of organizational operations and budgets for promising programs and activities, even after Resolution 3708 has ended.



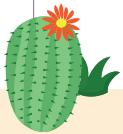
Developing programs

The scope of operations of successful programs should be expanded according to the prevalence of the issue dealt with by a program (e.g., dropout). It may take a few years to reap the benefits of a program, especially in education.



Learning and drawing conclusions

The process of learning and drawing conclusions from success or failure should be encouraged on a regular basis.





Cooperation

The various ministries and other organizations addressing similar or related topics should be encouraged to work together through information exchange and joint activities.



Resident Involvement

It is important to involve the Bedouin population in decision-making processes and activities related to their development. It is recommended that ways be found to enlist the formal and informal leaderships both from the growing educated, professional elite who have expressed willingness to be involved, and from the traditional leadership.





brookdale.jdc.org.il  MJBInstitute

This booklet summarizes the study on the 2012-16 five-year plan to promote the Bedouin population in the Negev (Government Resolution 3708)

For further information on the study, please scan the following code:

