

The Hashemite Kingdom of Jordan



National Center for Human Resources Development (NCHRD)

**HUMAN RESOURCES
DEVELOPMENT
STRATEGY IN JORDAN**

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INTRODUCTION

Since 1995, when the mandate of the National Center for Human Resources Development (NCHRD) was extended to cover the various human resources development (HRD) issues, the center had sought to prepare a document delineating the concepts, objectives and policies related to the various components of the HRD system. The importance of such an effort lies in its being the first systematic work, which takes into consideration both the main and subsidiary sectors included in the HRD concept, within an organized and comprehensive framework that links both sides of supply and demand, according to a developmental pattern that focuses on the importance of harmony and consistency in policies and mechanisms, and contributes substantially to the development and utilization of human resources.

The importance and credibility of this document is further enhanced by the fact that it has benefited from an extensive evaluative study on the status of HRD in Jordan, carried out by the Royal Scientific Society in cooperation with NCHRD, and supervised by a specialized committee representing the various concerned agencies.

This document has also gained special importance for being the working document for the Sixth Scientific Week held under the patronage of His Royal Highness Prince El-Hassan Bin Talal, President of the Higher Council for Science and Technology, during the period 1-5 September, 1998. More than 150 persons representing various agencies from both the public and private sectors, took part in discussing this document throughout the Scientific Week. The discussions resulted in many amendments to the document's topics and contents.

HUMAN RESOURCES DEVELOPMENT STRATEGY

HUMAN RESOURCES DEVELOPMENT (HRD):

CONCEPT AND SCOPE

"Human Resources Development" constitutes a part of an integrated system comprising three groups of elements, which combine and interact within a framework of social, economic, political and cultural criteria and values. The three groups of elements are:

1. *The Workforce Supply Elements, which include the following resources:*

- a. Outputs of the formal education system, with its various cycles, levels and types, including basic, secondary and higher education.
- b. Outputs of non-formal education.
- c. Outputs of vocational and technical education and training, both formal and non-formal, which comprise secondary comprehensive and secondary applied education, technician education in community colleges and similar institutes, in addition to various non-formal vocational training programmes.
- d. Outputs of in-service training programmes that are utilized for such purposes as: competency upgrading and performance development, the transfer from one job to another, professional mobility and advancement, or other similar purposes.
- e. Drop-outs from the various education cycles.
- f. Expatriate workers.
- g. Returnee workers.

- f. Counselling, guidance, awareness raising and information services directed towards the supply side of the workforce, taking into consideration the demand characteristics.
- g. Recruitment and employment services directed towards the output of supply sources.
- h. Various other activities such as conferences and seminars related to both aspects of supply and demand.

Figure "1" illustrates the integrated system for the development and utilization of human resources, incorporating both aspects of supply and demand and the linkages between them. The concept of "human resources development" includes the supply aspect and the linkages that connect this aspect with the demand side. The concept of "Human resources utilization", on the other hand, includes the demand aspect and the linkages referred to.

PLANNING FOR HUMAN RESOURCES DEVELOPMENT

Numerous public and private agencies and institutions are concerned with the implementation aspects of human resources development, as well as the relevant planning tasks and dimensions. The most important of these agencies and institutions are: The Ministry of Education, the Higher Education Council, Universities, the Vocational Training Corporation, the Armed Forces, the Private Education Sector, the Higher Council for Science & Technology, Enterprises of the Private Sector, the Voluntary Sector and other agencies such as the Ministries of Health, Religious Affairs and others.

The tasks and responsibilities of these agencies and institutions include several kinds and levels of general, vocational, technical and higher education, as well as the various elements of linkages and channels between the supply and demand sides of the workforce. Nevertheless, there seems to be an existing need to improve the level of coordination and complementarity among the concerned agencies and institutions.

In addition to the role played by the Ministry of Planning through the National Socioeconomic Development Plans, the status quo of human resources in Jordan is, in general, characterized by a need for developing all aspects of the planning dimension at the national level, taking into consideration that planning for human resources development at the national level is one of the important functions that guarantees an integrated approach to HRD issues, and a means of coordination between the parties concerned with implementation. On the other hand, this status quo is characterized by the fact that the relevant legislative tools lack a comprehensive approach concerning the concept and requirements of

2. Developing the qualitative aspects of the output of the labour force supply sources.
3. Promoting the links and channels between labour force supply and demand.
4. Adopting a comprehensive framework, with its economic, social and cultural dimensions in planning for HRD, concerning the design of programmes to be provided by the workforce supply sources; to ensure a balance between the individual's requirements and needs in light of his interests and capabilities on the one hand, and the communal and national development needs on the other.
5. Providing frameworks and criteria for coordination between the various agencies concerned with HRD.
6. Developing the status of women and their role in the various aspects and elements related to HRD.

Policies

1. Adopting two major frameworks in planning for human resources development; the first is society's needs, characteristics, economic conditions and various development requirements related to the labour force; and the second is the needs of the individual as a human being and a citizen in light of his abilities and aptitudes.
2. Developing the institutional dimension in planning for HRD on the national level, by activating and developing the roles of both the Higher Council for Science and Technology (HCST), and the National Center for Human Resources Development (NCHRD), in

8. Promoting research and studies related to Human Resources Development and Utilization, and activating the roles of universities and other relevant agencies in this respect.
9. Promoting research and studies related to women's role in human resources development and utilization.
10. Benefiting from and interacting with international systems and models related to HRD, with the objective of utilizing such systems and models in the development of national planning capabilities.
11. Developing Jordanian legislation related to HRD, to ensure the realization of the objectives of the national strategy for HRD.
12. Developing labour legislation in order to reinforce women's role in the world of work and in the labour force, thus reflecting positively on their role in the various HRD aspects and elements.
13. Adopting medium-term planning (5-10 years) for the continuous development of the HRD sector in general, and the education and vocational training sectors in particular, while devoting the necessary attention to follow-up and evaluation activities.

Policies

1. Developing national capabilities in the field of HRD information systems, by establishing a national system for this purpose through cooperation between the National Information Center, the General Department of Statistics and The National Center for Human Resources Development.
2. Reinforcing institutional capabilities, including technical, administrative and manpower aspects, for organizations concerned with the provision of information systems related to HRD, such as the General Department of Statistics, the National Information Center, The National Center for Human Resources Development, the Ministries of Planning, Labour and Education, and others.
3. Expanding research work and studies based on statistics and databases related to fields of human resources development and utilization, especially those concerned with labour force demand issues.
4. Promoting the utilization of various modern technologies to access, compile, process and publish information, taking into consideration the economics of such activities.
5. Developing programmes for the preparation and training of professionals and technicians in fields related to information systems and technologies.
6. Encouraging private sector institutions to produce computer software related to HRD in the fields of education and training, in response to relevant local and external demand.

required groundwork for the establishment of a national "occupational classification and standards" system, including such tasks as definition of occupational levels, job descriptions, and performance tests for a large number of the most common jobs, as well as the development of national expertise in this field.

Objectives

1. Upgrading the performance standards, and improving the productivity of the labour force in the various occupational levels and fields.
2. Developing a comprehensive system for the practising of jobs according to recognized criteria.
3. Assisting in the establishment of policies related to labour and labour force issues such as: recruitment, wages, licensing procedures to practise a job, HRD studies and vocational and technical education and training programmes.

Policies

1. Adopting the Unified Arab Occupational Classification and Standards system, as a general framework for occupational classification and standards in Jordan.
2. Benefiting from international systems and expertise related to occupational classification and standards in general, and occupational levels and job descriptions in particular.

9. Enhancing the services, facilities and institutional structures necessary for the recruitment and employment of graduates of the various manpower supply sources, and their guidance towards available job opportunities.
10. Adopting the general framework shown in figure (2) for the relationship between occupational levels and the various cycles of the education system.

ROLE OF THE PRIVATE SECTOR IN HRD

The private and non-governmental sector in Jordan has a recognized role in the HRD system, with its various elements and components, especially those related to the implementation aspects of education at all levels, as well as in vocational training and non-formal education. However, the size of this role varies greatly from one field to another.

Whereas private kindergartens accommodate nearly all children enrolled in this education cycle, we find that the percentage of those in private schools in both basic and secondary education is around 11% of the student population in these two education cycles. The private sector, on the other hand, plays an outstanding role in higher education at both the intermediary and university levels. The number of private higher education institutions, including community colleges and universities, is almost equal to the public ones. This also applies to the number of students enrolled in higher education institutions. Besides, the private sector performs a significant role in the field of non-formal education. All cultural centers, exceeding (400) in number, which annually accommodate tens of thousands of students in short and medium-term vocational and cultural courses, are owned and run by the private sector. This is in addition to the role employers and various enterprises play in vocational training in cooperation with the Vocational Training Corporation, and the role of the voluntary non-governmental sector in the provision of educational and training services, especially for the less fortunate groups (socially, economically and physically).

In spite of all the above, the role of the private sector in the human resources development system in Jordan is below the required level,

organizations involved in the education of groups with special needs, or in pre-school education in the less fortunate regions.

6. Expanding services of the private and non-governmental sector working in HRD fields, to ensure suitable coverage for all geographical regions.
7. Developing the administrative and organizational capabilities of the voluntary non-governmental sector institutions working in HRD fields, by providing facilities, services and incentives to upgrade the competency of their staff and improve their performance levels.
8. Reinforcing the role of voluntary non-governmental organizations working in areas that support women and women's contribution in socioeconomic development.
9. Organizing and developing the role of the private sector in functions related to employment and skills marketing, both locally and abroad.
10. Encouraging a sectoral approach by the private sector to HRD issues and functions, so that the enterprises of a certain sector, such as banking, chemical industries or others, undertake the coordination of their efforts in providing facilities and services for this purpose.

examinations, the role of the school as the basic unit for development, and expanding the base of decentralization in educational administration. The 1990`s also witnessed special interest in the teaching profession, whence a university degree has become a prerequisite to practice teaching in all cycles. Furthermore, the Ministry of Education adopted special and comprehensive programmes for in-service training, and for the certification of unqualified teachers with the cooperation of universities.

Objectives:

1. Enhancing the relevance between outputs of the education system and the requirements of social and economic development.
2. Continuing the development of the infrastructure of general and vocational education.
3. Developing the qualitative aspects and dimensions of general and vocational education.
4. Improving the efficiency and effectiveness of the education system, with special emphasis on the economics of education, including its inputs, operations and outputs.
5. Promoting the democracy of education, and fostering its role in social mobility.

Policies

1. Developing the multi-disciplinary approach in the social and services sector regarding the status of the education system which should

hand, and the institutions, programmes and projects related to the social security package on the other.

8. Improving and diversifying services and facilities available for women in vocational and technical education and training.
9. Universalizing the comprehensive school pattern, which provides various types of academic and vocational education in the secondary cycle.
10. Developing both streams of secondary vocational education, the comprehensive and the applied, qualitatively and quantitatively; and enhancing the linkages between such education on the one hand, and development requirements, enterprises and modern technologies on the other.
11. Rationalizing linkages and organizing channels between general and vocational education on the one hand, and higher education on the other, in order to promote the democracy of education, upgrade educational standards, and strengthen the links between higher education and the learner's abilities regardless of the type of his secondary education.
12. Developing the content and procedures of student performance evaluation, including school and public (general) examinations, to ensure that such evaluation measures the various abilities and aptitudes of the learner.
13. Developing educational legislation that deals with the various elements and components of the education system.

20. Improving the conditions of school buildings and upgrading their specifications; including the provision of educational services, facilities and utilities necessary for the teaching–learning process in the various regions.
21. Enhancing the educational, economic and social status of the teacher, developing his pre-service training programmes, realizing his continuous professional growth, and seeking to materialize the motto that “the teaching profession is a vocation and a mission”.
22. Expanding out-of-class activities of the various types and shapes, inside and outside the school; and reinforcing such activities, so that they become an effective source for the realization of educational objectives.

Objectives

1. Developing and diversifying external and self-generating financial sources for higher education institutions.
2. Improving the internal efficiency of higher education institutions concerning the economics of education and the qualitative aspects of its various inputs.
3. Improving the external efficiency of higher education institutions concerning the relevance between their outputs on the one hand, and labour market requirements and development plans on the other.
4. Developing national capacities, so that Jordan becomes a regional centre for the various fields and levels of higher education.

Policies

1. Developing self-financing sources for higher education institutions through investments, productive projects and activities, and contracted applied scientific research for the productive sectors.
2. Developing and rationalizing the self-financing element related to student fees in higher education institutions, by raising the contribution of financially capable students towards the cost of education, and such that the adverse economic and social conditions of the qualified learner don't stand in the way of his higher education opportunities. This would require the expansion and rationalization of educational scholarships and loans.

- b) *Developing and rationalizing the fields, specializations and programmes offered by intermediary higher education institutions, in light of labour market and development plans requirements.*
- c) *Highlighting the practical and applied dimensions, when designing intermediary higher education programmes.*
- d) *Expanding non-formal education programmes that respond to societal needs.*
- e) *Adopting the necessary principles and criteria for the bridging process between intermediary higher education institutions and universities, without infringing on the basic function of these institutions concerning the preparation of middle level labour at the technician level.*
- f) *Expanding the size of enrollment in intermediary higher education, especially for females, and in the fields and specializations relevant to societal needs.*
- g) *Developing and reinforcing the autonomy of intermediary higher education institutions, enhancing their mandate, and decentralizing their management.*
- h) *Enabling local communities in general, and enterprises in particular, to participate in the management of intermediary higher education institutions.*

15. Developing appropriate principles, criteria and procedures for evaluating the outputs and processes in higher education institutions.
16. Developing a comprehensive accreditation system for higher education institutions, with all the relevant inputs and processes.
17. Encouraging trends towards the establishment of non-governmental non-profit university education.
18. Organizing and rationalizing admission into higher education in general, and university education in particular, in light of development needs and labour market requirements on the one hand, and learner abilities and aptitudes on the other.
19. Devoting the necessary attention to the teaching staff with regard to their professional development, methods of teaching, performance standards, efficiency at work and economic status.

2. Developing non-formal education and training systems, structures and quality; and expanding and diversifying the relevant programmes, to enhance their accessibility to the various population categories, age groups and geographical regions.
3. Developing the role of the private and non-governmental sector, qualitatively and quantitatively, in the various fields of non-formal and adult education and training.
4. Utilizing non-formal education and training programmes to promote social mobility, and reduce the gap between the cultural and educational levels of the various social groups.

Policies

1. Adopting the approach whereby non-formal and adult education and training becomes a salient feature of national plans for economic and social development, as well as the various HRD development plans.
2. Continuing the efforts aimed at eliminating illiteracy, and reducing the illiteracy rate from 12% in 1998 to 5% in 2005 among the age groups over (15) years of age.
3. Updating and developing legislation that deals with the various systems, issues and structures related to non-formal and adult education.
4. Developing the principles and criteria for the accreditation and licensing of institutions, agencies and centers that offer non-formal and adult education services.

- c) Incentives of tax exemption are provided to private sector institutions which support non-formal education programmes.*
- d) Incentives, that have financial reflections, are provided to the voluntary sector agencies which offer free or subsidized services in the field of non-formal and adult education.*
10. Providing suitable geographical coverage of non-formal and adult education centers and programmes.
11. Developing the institutional dimension in planning for non-formal and adult education, by establishing a council for this type of education with representatives from the public and private sectors. The council's functions include policy-making and planning for non-formal education at the national level, raising awareness about this pattern of education, and coordinating between the parties concerned with implementation.
12. Developing the role of higher education institutions in continuous and life-long education programmes.

Policies

1. Developing clearly defined policies and strategies for financing the various HRD elements and components.
2. Developing the contribution of private sector enterprises in financing the costs of the various HRD elements and components, especially in the field of non-profit vocational education and training activities, since these enterprises are the direct beneficiaries of outputs from such activities.
3. Rationalizing learners' contribution in financing the cost of their preparation and training, so that the financially-able learners' contribution covers, as much as possible, the cost of their higher education, and so that the adverse economic and social conditions of the learner does not stand as an obstacle in the way of benefiting completely from the available services and facilities.
4. Developing the self-financing capabilities of agencies concerned with HRD, especially those involved in the supply side of human resources.
5. Encouraging research and studies in the field of costing and cost-effectiveness related to HRD systems and programmes.
6. Paying attention to the economics of education and training in institutions involved in the supply of manpower, through the utilization of less costly technologies and methodologies, and through carrying out studies related to the economics of education.

5. Organizing and rationalizing the education of Jordanian students abroad.
6. Interacting with world cultures, and with international experiences in the fields of HRD.

Policies

1. Securing data and information on policies and procedures related to HRD, and on priorities for the labour market demand in the Arab countries in general and the countries that attract Jordanian labour in particular, and utilizing such data and information in national HRD plans and projects.
2. Rationalizing and organizing the recruitment of guest workers, and setting and developing suitable mechanisms, procedures and policies for this purpose.
3. Providing data and information on the structure and characteristics of expatriate labour in Jordan, and utilizing such data and information in national HRD plans and projects.
4. Applying the local labour legislation on guest workers in a more comprehensive manner, to ensure their rights on the one hand, and to avoid unfair competition with the Jordanian workforce on the other.
5. Supporting and promoting Jordanian labour in the Arab countries by establishing institutionalized structures in the public and private sectors, and enacting the necessary legislation.

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