

**The Hashemite Kingdom of Jordan**



**National Center for Human Resources Development (NCHRD)**

**HUMAN RESOURCES DEVELOPMENT  
STRATEGY IN JORDAN**

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Center Publications Series No. (66)

September 1998

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Approved by the Cabinet on 21 Nov. 1998

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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.

Finally, this document on "Human Resources Development Strategy" was approved by the cabinet on 21 November 1998. This does not in any way mean that it is an end by itself, but should be the beginning of an organized planning process that aims at developing Jordanian human resources through the preparation of action plans and programmes directed towards tackling the basic issues in the various sectors.

The document starts with a discussion of the HRD concept using a model that defines the elements of the relevant system. It then tackles nine components related to planning, information systems, occupational classification and standards, the role of the private sector, general and vocational education, higher education, non-formal and adult education, financing and the regional and international dimension in HRD. A common approach is adopted in discussing these components by highlighting the most important issues related to each component, as well as the objectives specified for development, and the policies required to achieve those objectives.

In presenting this document to interested policy makers, planners, academicians and researchers, it is hoped that it will find its way towards the realization of its objectives. At the same time, any suggestions and feedback related to its topics and content, as well as the plans needed for its implementation, will be highly appreciated.

To conclude, this document would not have seen the light had it not been for the support of His Royal Highness, President of the Higher Council for Science and Technology, as well as the great efforts of both the steering committee members and participants of the Sixth Scientific Week.

*NCHRD President*

*Dr. Munther W. Masri*

# 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.

**2. *The Workforce Demand Elements, which include the following areas:***

- a. Local labour markets and needs, in light of the nature and development of national economic and social conditions.
- b. Regional labour markets and needs, in light of developments in Arab economic and political relations, as well as labour characteristics and economic features in the Arab countries.
- c. Foreign labour markets and needs, in light of regional and international economic relations, groupings and systems.
- d. Replacement requirements due to retirement and death.
- e. In addition, the following requirements and elements are included in each of the above mentioned areas:
- f. Requirements of the various industrial, agricultural and services sectors.
- g. Requirements of the various occupational levels which include professionals, technicians and skilled workers.
- h. Employment and unemployment characteristics.

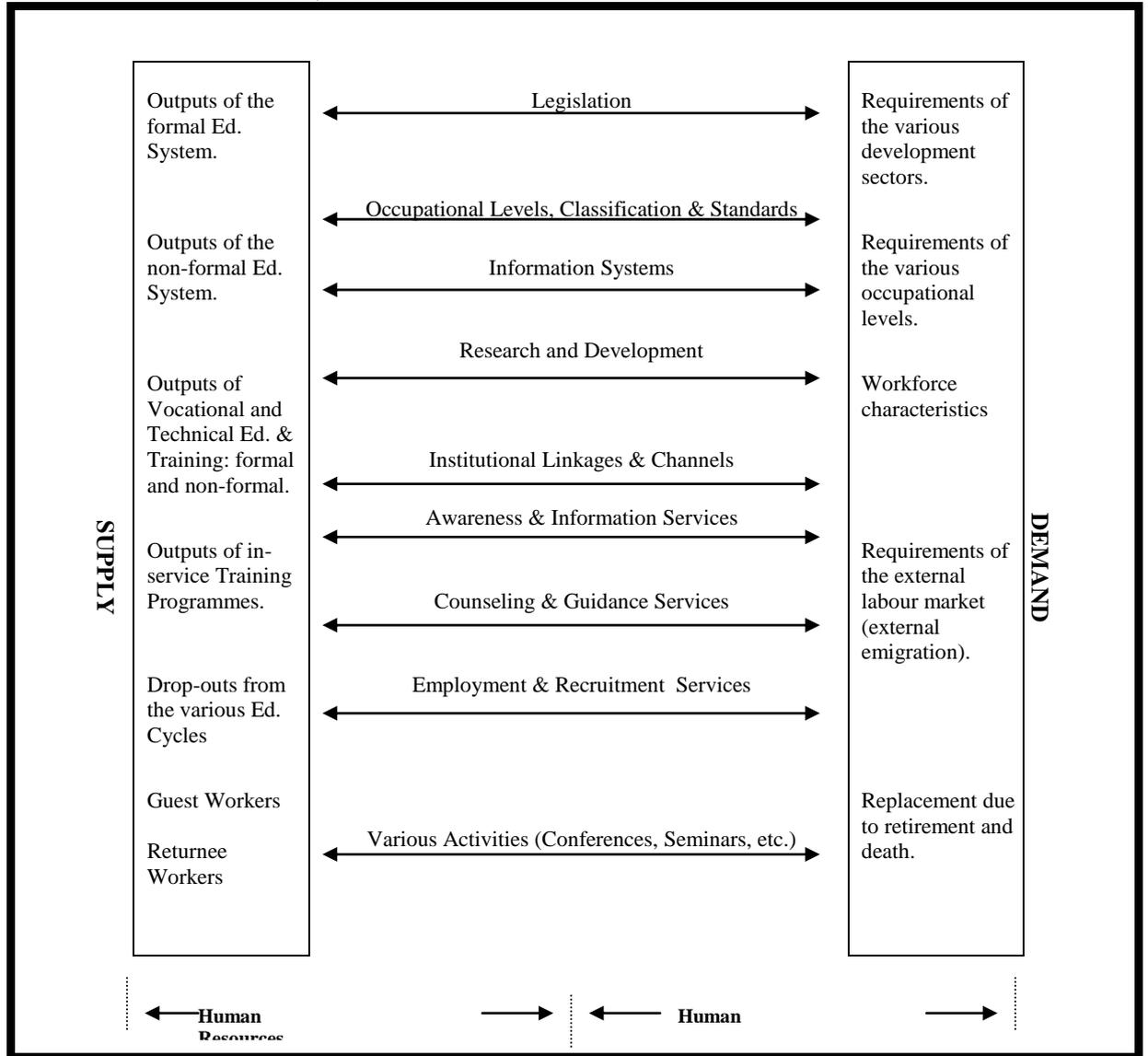
**3. *Linkages and Channels Between Supply and Demand, which include:***

- a. Legislation.
- b. Occupational classification and standards.
- c. Information systems and databases related to supply and demand aspects.
- d. Studies and research dealing with both aspects of workforce supply and demand.

- e. Institutional linkages and channels such as: councils, committees, administrative units, organizations and corporations related to both aspects of supply and demand.
- 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.

Social, Economic and Cultural Frameworks and Criteria



**Figure (1): Human Resources Development & Utilization System**

## **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

HRD when dealing with the various elements and components, whether these are related to workforce supply elements, or linkages and channels between workforce supply and demand. This situation also applies to the status of studies and research in this field.

Furthermore, developments related to the status of females that has been realized in the field of human resources development in general, and in the field of the various types and levels of education in particular; and which have sometimes exceeded developments related to the status of males, have not been accompanied by parallel developments in the role of women in human resources utilization aspects, especially as far as employment is concerned. This is clear from the fact that the percentage of women in the workforce has not so far exceeded 17%. This situation can be attributed to various economic, social and cultural factors. Women's employment is, on the other hand, concentrated in certain services sectors, especially education. Furthermore, the status of HRD is characterized by the low contribution and participation of women at the higher occupational levels and administrative leadership in institutions concerned with the supply side of the workforce, as well as in planning and policy making positions related to human resources. An integrated and comprehensive approach to the design of policies and strategies related to HRD requires that the role of women be emphasized both as beneficiaries and participants in the relevant programmes, institutions and policies, thus helping to develop their qualitative and quantitative contribution towards the national workforce.

### **Objectives**

1. Enhancing the relevance` aspect between labour force supply and demand.

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

such areas as planning, policy design, strategies, studies and research, as well as activities related to follow-up, evaluation and coordination between agencies involved in HRD.

3. Adopting the principle of diversification in relation to the agencies responsible for labour force supply; while, at the same time, avoiding duplication and the scattering of efforts, facilities and services; and ensuring a suitable degree of complementarity and coordination, within a general framework of approved strategies and comprehensive planning for human resources development.
4. Developing the planning capabilities of agencies and institutions concerned with human resources development in fields related to their functions and responsibilities, by the establishment of the necessary administrative units, staff development, and the upgrading of technologies utilized for this purpose.
5. Enhancing women's participation, and activating their role, in boards, committees and activities related to HRD planning and policy design.
6. Developing the role and programmes of the media in the field of HRD in general, and in enhancing positive attitudes towards work and towards women's vocational preparation and training in particular.
7. Activating, institutionalizing and upgrading the quality of links and channels between labour force supply and demand. This includes legislation, information systems, studies and research, institutional channels, occupational classification and standards, guidance and employment services, and others.

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.

## **INFORMATION SYSTEMS**

A characteristic of the Jordanian labour market is the need to develop its information systems, databases and statistics, especially in relation to the workforce demand aspect, in light of the existing and expected socioeconomic conditions. Shortcomings in this area reflect negatively on the national planning capabilities, related to HRD policy design and strategies in general, and on the development of education and training systems at the various occupational fields and levels in particular.

Despite the existence of many studies, research efforts and surveys that occasionally provide much of the relevant data and information, they still fall short of being a continuous and developed information source within an integrated information and data-base system with a modern organizational and institutional structure. It can be said that many of the procedures carried out so far to establish such a system through the concerned institutions such as: the Ministry of Planning, the General Statistics Dept., the Ministry of labour, the National Information Center, the Central Bank, The National Center for Human Resources Development and others, are a positive step in this field.

### **Objectives**

1. Enhancing national capabilities in providing information and database systems; as well as their utilization in planning, strategies and policy designs related to human resources development and utilization in general, and labour force demand in particular.
2. Developing national capabilities related to the qualitative aspects of information systems, including equipment, technologies, software, and manpower capabilities.

## **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.

## **OCCUPATIONAL CLASSIFICATION AND STANDARDS**

Every occupation is usually composed of a large number of jobs, tasks and skills that are carried out by individuals of varying performance abilities and who have various degrees of professional responsibility. This means that there is a variety of the required skill levels within what is called the “skill ladder”. Such a skill ladder can be divided into major specific categories that can be utilized in occupational classification and standards systems, specification of performance levels, description of organizational relations between individuals, definition of responsibilities entailed in each category of the skill ladder, and facilitating the setting up of a comprehensive vocational education and training system.

In general, occupational levels can be divided into two major groups, namely: the upper occupational levels for which those involved are generally prepared in higher education institutions. The second is the basic occupational levels for which workers are generally prepared in institutions of up to secondary education or in equivalent vocational education and training institutions.

Activities, that complement the specification of occupational levels include occupational classification and standards. “Occupational classification” deals with the identification of jobs and tasks exercised in society, specifying their titles and grouping them into vocational groups or families according to economic sectors. “Occupational standards” or job description, on the other hand, caters for defining every job, including the

tasks and skills it comprises, and the level it occupies in the vocational skill ladder. It is known that the Vocational Training Corporation has done much, since its establishment, to prepare the 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.
3. Adopting a comprehensive national system for the specification and classification of jobs and occupations in the various labour sectors.
4. Adopting the following five major categories of occupational levels:
  - Category 1: The Limited-Skills Worker Level*
  - Category 2: The Skilled Worker Level*
  - Category 3: The Craftsman Level*
  - Category 4: The Technician Level*
  - Category 5: The Professional Level*
5. Adopting the necessary organizational and legislative frameworks for occupational classification and standards, including the technical criteria for practising a job by both individuals and institutions.
6. Developing a comprehensive system for occupational tests and for the granting of licenses to practise a job, including performance and skill-level tests.
7. Adopting the relevant occupational classification and standards policies and procedures in general, and occupational levels and job descriptions in particular, by business and production enterprises in both the public and private sectors, especially in such activities as recruitment procedures, wage structures, labour mobility and licensing procedures to join employment.
8. Adopting the relevant occupational classification and standards policies and procedures when carrying out research, studies and statistical work that support HRD planning and evaluation activities, and when

developing programmes and curricula for vocational and technical education and training programmes.

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,

especially when it comes to its participation in planning and policy making for the various HRD elements and components.

### **Objectives**

1. Developing and expanding the role of the private and non-governmental sector, and improving its efficiency, in the planning and implementation areas related to HRD.
2. Developing the contribution of the private and non-governmental sector in the financing of plans, programmes and projects related to HRD.

### **Policies**

1. Increasing the participation of the private and non-governmental sector, and activating its role, in boards, committees and activities concerned with human resources development planning and policy making.
2. Developing the role of the private and non-governmental sector in fields related to HRD, both quantitatively and qualitatively.
3. Developing legislation related to HRD, with the objective of raising private and non-governmental sector participation in the various components and elements of the HRD system.
4. Providing tax and other incentives to the private sector working in HRD fields.
5. Providing financial and technical incentives for the voluntary non-governmental sector working in HRD fields, including charitable

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.

## **GENERAL AND VOCATIONAL EDUCATION**

Jordan has realized important educational achievements in the past few decades. These achievements were crowned by the Educational Development Plan whose implementation spanned the period 1988-1999, and which tackled all components of the education system.

If we exclude pre-school education in kindergartens, which has become an official educational cycle according to the 1988 Education Law, but has accommodated so far only a quarter of the children aged 4-6 years, enrollment in other educational cycles is considered high according to international standards, despite a small percentage of drop-outs, especially in the secondary cycle. This has led to a great decrease in illiteracy rate, which reached 12% in 1998. One of the achievements realized by the above-mentioned law is the extension of compulsory education from nine to ten years covering the 6-16 years age group.

The secondary cycle in the education system is characterized by the fact that it spans two years for the 16-18 years age group, and that it encompasses two main streams: the comprehensive secondary education stream which has two branches: academic and vocational, with more than forty specializations; and the applied secondary education stream that is mainly implemented by the Vocational Training Corporation in accordance with the apprenticeship system, and in cooperation with employers. Enrollment in the various types and specializations of vocational education in the two secondary education streams is about one third of the total secondary education student population.

In addition, the decade of the 1990s has witnessed great interest in students with special needs, the development of curricula and

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

complement other related sectors, such as culture, youth, health, social development and labour.

2. Developing pre-school education in kindergartens according to a national plan that deals with the various issues related to this educational cycle, including the licensing of kindergartens, criteria for KG accreditation, supervision and financing, the role of the private and public sectors, staff development, the quantitative expansion in enrollment, the close ties with basic education, the provision of educational materials, and other relevant issues.
3. Developing the educational services available for students with special needs, qualitatively and quantitatively. These include the high achievers, the gifted, the slow learners and the handicapped.
4. Developing and universalizing the teaching of those disciplines with applied and practical dimensions that are included in the basic education cycle, such as: physical education, art, music, vocational education and computer education.
5. Developing aspects related to social skills, life skills and critical thinking skills as well as the scientific and experimental approach, in curricula and teaching methodologies.
6. Expanding vocational education and training services that realize immediate social objectives, such as those designed for the unemployed, low-income groups, those who receive social support, and residents of rural areas.
7. Ensuring linkages between educational services in general and vocational education and training services in particular on the one 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.

14. Developing the concept of compulsory education in the basic education cycle to ensure the curtailment of drop-out rates, and the responsibility of parents in this respect.
15. Developing vocational and educational guidance and counselling services in institutions concerned with HRD, to assist in the selection process for the type of job or education; in addition to nurturing, in both males and females, positive attitudes towards work and training in the various occupational fields.
16. Developing employment and recruitment services inside and outside the education system.
17. Reinforcing democratic perspectives and practices in curricula, out-of-class activities, teaching methods and educational administration; and emphasizing the importance of civic education in the education system.
18. Developing educational administration, enhancing decentralization and the role of the administrative units in the Ministry headquarters and the regions, expanding the school's administrative and financial mandate, and activating the element of accountability in the education system.
19. Developing the cooperative-interactive relations between the school and the local community, and fostering the school's contribution to the development of the local community on the one hand, and the contribution of the local community to educational development efforts on the other.
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.

## **HIGHER EDUCATION**

The decades of the 1980s and 1990s have witnessed great developments and changes at both levels of higher education: university and intermediate levels, especially in relation to the size of enrollment, the role of the private and non-governmental sector, the number of educational institutions, financing and other matters. The number of higher education institutions grew to twenty universities and university colleges; seven of which are public and the remainder are private. Besides, the size of enrollment has reached nearly (90,000) students, two thirds of whom are in public universities, not to mention students studying abroad.

As for intermediary higher education in community colleges, there are nearly (60) community colleges and institutes that offer about (100) specializations and presently enroll about (25,000) students.

It is worth mentioning that the higher education sector is in need of comprehensive development plans similar to the Education Development Plan for the education sector. Besides, the higher education sector suffers from a mis-match between the educational outputs on the one hand and socioeconomic development requirements and the needs of the labour market on the other. Universities also suffer from a weakness in the field of post-graduate studies and scientific research, lack of adequate financial resources for the public higher education institutions, and the need to develop community college education qualitatively and quantitatively, following the setback that afflicted this higher education level, since the early 1990`s.

## **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.

3. Expanding the base of donations and grant sources for higher education, and enhancing the contribution of enterprises of the productive sectors as well as private individuals, especially graduates, in supporting higher education.
4. Developing and activating the legislation concerned with the allocation of a certain percentage of the profits of enterprises of the various economic sectors for the purposes of scientific research.
5. Developing and rationalizing the government's contribution towards financing higher education. This includes activating the mechanism of accountability and auditing of higher education institutions' financial matters. It also includes adopting specific criteria and principles concerning the size of the institution, the nature of its specializations, and accomplishments, in order to define the size of contribution the government allocates for every one of those institutions.
6. Developing and reinforcing universities' autonomy in the academic, administrative and financial affairs; and activating their boards of trustees and other boards, to enable them undertake their responsibilities efficiently and effectively.
7. Activating the Higher Education Council to enable it undertake its responsibilities in setting higher education policies, as well as the follow-up and assessment of higher education institutions.
8. Developing intermediary higher education institutions (community colleges) qualitatively and quantitatively. This includes:
  - a) *Adopting the principles and criteria necessary for the accreditation of intermediary higher education institutions.*

- 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.*

9. Improving the models, techniques and technologies that are utilized in higher education, including those patterns that are relevant to distance teaching.
10. Improving the internal efficiency of higher education institutions. This includes both qualitative and quantitative aspects related to teachers, administrative staff, equipment, educational facilities, methods of teaching, study programmes, the economics of education, and other aspects.
11. Improving the external efficiency of higher education institutions. This includes relevance between the institutions' outputs on the one hand, and labour market needs and development plans' requirements on the other; a relative balance in the size of enrollment at both intermediary higher education and university levels; and diversification of programmes as needed.
12. Developing post-graduate studies and research in universities qualitatively and quantitatively. This includes diversification of topics, enhancement of quality standards, expansion of enrollment, rationalization and coordination between universities, and the strengthening of ties with the labour market and production sectors.
13. Expanding the opportunities for women's enrollment in post-graduate studies, to promote their contribution in the field of higher education and scientific research.
14. Developing teacher education programmes in universities, especially in relation to methodology, technology and field applications.

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.

## **NON-FORMAL AND ADULT EDUCATION**

In Jordan, there is a large number of institutions, programmes and facilities related to non-formal and adult education in both the government and private sectors. The services offered vary from educational programmes that are equivalent to and compatible with formal education programmes, to different programmes of a vocational or cultural nature. In addition to the public sector role in this area through educational institutions, ministries and other formal agencies, profit-making and voluntary private agencies play an important role in providing non-formal and adult education facilities and services. Tens of thousands of citizens join the relevant institutions and programmes annually for various purposes such as: upgrading educational and cultural levels, raising efficiency and improving performance at work, preparing for a new job, fulfilling hobbies, and others.

However, non-formal and adult education institutions and services suffer from some shortcomings and weaknesses, especially in planning and policy design aspects at the national level. They also suffer from some weaknesses related to the lack of coordination and ambiguity of the roles of each of the public and private sectors, as well as the need to develop the qualitative dimensions of the relevant services.

### **Objectives**

1. Integrating non-formal and adult education and training systems into the national HRD system within the concept of continuous learning and training and life-long education. Also promoting linkages and complementarity between non-formal education and training on the one hand, and formal education and training on the other.

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.

5. Providing vertical and horizontal channels between the two patterns of formal and non-formal education, so that both patterns form an integrated system that allows the learner to move easily and flexibly from one pattern to the other according to specific conditions and criteria.
6. Developing the work of centers, institutes and agencies, involved in the field of education and training, that offer in-service non-formal education services in both the public and private sectors.
7. Promoting the use of modern technologies in non-formal education programmes.
8. Supporting the role of the voluntary sector, qualitatively and quantitatively, in the implementation of non-formal education programmes.
9. Developing the necessary principles and criteria for financing non-formal education programmes. Such principles and criteria include the following:
  - a) *Employers bear the main cost for upgrading the competencies of their workers, and developing their own human resources.*
  - b) *Learners, who are financially capable, bear the main cost resulting from joining non-formal education programmes, whereas financially incapable learners are provided with the necessary financial support for this purpose, from private and public sector sources.*

- 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.

## **FINANCING**

Despite the increase in expenditure on HRD in general and on formal education in particular, HRD funding suffers from a number of weaknesses and shortcomings concerning policies and strategies related to funding at the national level; shortcomings in financing certain sectors as is the case in university education; the low contribution of employers towards supporting HRD directly or indirectly in non-profit areas such as vocational education and training; the need to rationalize the contribution of learners and their parents in financing their education; the low priority given to the economics of education and the development of economic models and methods that are less costly in education and training systems; the insufficiency of annual financial allocations to education in public budgets; and the lack of sufficient funds for many elements that serve as linkages between the supply and demand for manpower such as studies, research, employment and guidance services, etc.

### **Objectives**

1. Diversifying and developing the financial resources for HRD systems and programmes.
2. Taking into consideration the economics of work and the need to rationalize in choosing systems and programmes, and in all aspects related to HRD planning and implementation.

### **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.

## **THE REGIONAL AND INTERNATIONAL DIMENSION IN HRD**

The Jordanian labour market is characterized by being an export and import market at the same time. The emigrating Jordanian labour, which presently reaches (300,000) workers, is to be found in many countries, especially Arab Countries. Such Jordanian emigrants are concentrated in such sectors as the social services, trade, construction and conversion industries. The labour market is also characterized by a high rate of higher education graduates and, in general, a high level of education; and, consequently a high percentage of professionals and technicians.

The Arab countries, especially Egypt, account for more than 90% of the total number of guest workers that are estimated at hundreds of thousands. Such workers are characterized by having a relatively low educational level, and by working within the basic occupational levels, especially as limited-skills workers in the agriculture, trade, hospitality, and general services sectors. This is the case in spite of the fact that at present, unemployment rates exceed 15% in the Jordanian labour market.

### **Objectives**

1. Developing national capabilities, qualitatively and quantitatively, to benefit from work opportunities in the Arab countries.
2. Realizing Arab national objectives in the field of free labour mobility.
3. Providing incentives for the return of Jordanian scientists and professionals working abroad.
4. Reinforcing Jordan's status as a center of attraction for higher education students from Arab and Islamic countries.

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.

6. Supporting the Arab Labour Organization efforts to realize the free movement of Arab labour among Arab countries.
7. Reinforcing dual agreements and relations between Jordan and the Arab countries to develop and organize the exchange of labour.
8. Reinforcing communication mechanisms and channels with Jordanian scientists and professionals working in the various countries of the world in general, and in the industrial countries in particular; and providing them with information on national development plans, investment fields and work opportunities.
9. Developing procedures, mechanisms, services and facilities that contribute towards attracting students from Arab and Islamic countries to study in Jordan's higher education institutions.
10. Utilizing new international economic trends and developments, such as: regional agglomerates, international agreements, globalization and privatization, as well as the impact of such trends on HRD issues, such as the quality, standards and mobility of labour.
11. Developing capacities and mechanisms related to the assessment of foreign higher education institutions, and the accreditation of their programmes and certificates.
12. Adopting advanced systems for assessing the performance of Jordanian graduates from foreign higher education institutions as a pre-requisite for employment.
13. Adopting compensatory educational programmes for graduates from foreign higher education institutions who do not attain the required level in their assessment, in order to upgrade their skills and prepare them to the required levels.