

1. E-TVET Strategy

Introduction

It is taken for granted that the healthy socioeconomic growth of societies depends, to a great extent, upon the quality and effectiveness of their human resources development (HRD) systems. The gradual shift to knowledge economies and knowledge societies highlights, even more, the importance of such systems and their linkages with employment and labour market needs. Needless to say, technical and vocational education and training (TVET), which in Jordan is provided mainly in training centers, vocational schools and community colleges, plays a major role in this respect for the preparation of workers at the basic and intermediate occupational levels, including skilled workers, craftsmen and technicians (sub-professionals).

This strategy deals with this major field of HRD, namely technical and vocational education and training (TVET), in addition to employment. As such, it complements, and is a subsidiary of the more comprehensive HRD strategy which was approved by the Cabinet in 1998. It covers the various E-TVET issues in nine distinct areas, namely:

1. Employment
2. Planning for E-TVET
3. Financing
4. Information Systems
5. Occupational Classification and Standards
6. The Status of TVET
7. Non-Formal TVET
8. Role of the Private and Non-Governmental Sector in E-TVET
9. The Regional and International Dimension

A common approach is adopted in discussing each one of the nine areas, first by highlighting the most important issues, strengths and weaknesses related to each area, followed by the specific objectives necessary for development, and the relevant policies and general procedures needed to achieve these objectives.

The Jordanian economy is characterized by a number of strengths and weaknesses. Many of the challenges in this respect can be dealt with mainly by the availability of a well educated and trained labour force, which can be contributed to significantly by an efficient and effective employment and TVET system within the wider framework of life-long learning and socioeconomic mobility and equity. It is hoped that the implementation of this strategy will enhance both the sociohuman aspects of the labour force that caters for the individual needs and abilities, and the economic aspects that promote the competitiveness of the Jordanian economy at the regional and international levels.

I. Employment

Background

The Jordanian labour market demonstrated the following characteristics in 2006:

- The size of the labour market is about 1.5 million.
- About three fourths of the Jordanian workers are in the service sector, 22% in industry and 3% in agriculture.
- The number of the unemployed exceeds 200,000, resulting in an employment rate of about 14%.
- The new entrants to the labour market amount to 60,000 annually, of whom about 40,000 seek employment.
- The participation rate in the labour force is low, amounting to 23% of the total population.
- The dependency ratio is about 1:4.
- Women constitute about 13% of the labour force, one of the lowest rates in the world.
- The number of expatriate (non-Jordanian) labour amounts to about 350,000, 75% of whom are of Arab nationalities, resulting in a ratio of more than 20% of the labour force being expatriate labour.
- It is estimated that the non-formal sector accommodates about 250,000 workers.
- The public sector accommodates one third of the total labour force. This is considered high compared with international figures.
- Employment of groups with special needs is not adequate. The legislation that deals with such employment is not fully activated.

Objectives

1. Increasing the participation rate in the labour force, and downsizing the dependency ratio.
2. Increasing the participation rate of women in the labour force.
3. Downsizing the labour participation rate in the public sector and enhancing such participation in the private sector.
4. Reducing the unemployment rate with special attention to the unemployment of youth.
5. Activating measures and enhancing efforts that encourage the replacement of expatriate labour by Jordanian labour.
6. Regulating and organising the employment of Jordanians in other Arab countries and supporting the role of the Arab Labour Organization in the field of Arab labour mobility.
7. Activating the legislation that deals with the employment of groups with special needs.
8. Developing services for the labour force in the informal sector, thus encouraging the rationalisation of employment in this sector and encouraging the transfer to the formal sector.

Policies and Strategies

1. Enhancing the capacity of the Ministry of Labour in its mandate to promote employment through the appropriate policies and services.
2. Ensuring the participation of the relevant stakeholders, including trade unions and employers' associations, in the planning and provision of employment services.
3. Providing adequate employment services by the various concerned agencies in the public and private sectors, including the HRD providers.
4. Availing adequate career guidance and counseling services by the various concerned agencies in the public and private sectors, including HRD providers.
5. Promoting coordinating policies and measures that lead to improving linkages between employment and investment.
6. Providing adequate services that lead to the quantitative and qualitative development of SMEs.
7. Providing special plans and services that enhance the employment of women, including TVET services.
8. Providing special plans and services that enhance the employment of youth, including TVET services.
9. Providing special plans and services that enhance the employment of groups with special needs, including TVET services.
10. Maintaining an adequate human resources information system, and securing the utilisation of such a system by planners, policy makers, decision takers, researchers, employers and job seekers.
11. Improving and expanding the social security net for the labour force.
12. Encouraging and expanding the provision of in-service education and training services of labour by employers in the public and private sectors.
13. Providing special plans and services that enhance the employment of Jordanians in other Arab countries, including the provision of support to employment offices in the private sector, and developing the relevant capacities of Jordanian embassies, as well as coordinating with and supporting the role of the Arab Labour Organization in this respect.
14. Rationalising and organizing the employment of expatriate labour.
15. Promoting the role of the media in supporting national employment policies, plans and services.

II. Planning for (E-TVET)

Background

Numerous public and private agencies and institutions are engaged with the implementation of E-TVET systems and programmes, as well as the relevant planning tasks and dimensions at the sectoral and micro levels. The most important of these agencies and institutions include: the Ministry of Education (MOE), the Board of Education (BOE), the Ministry of Higher Education and Scientific Research (MOHESR), the Higher Education Council (HEC), Al-Balqa' Applied University (BAU), the Vocational Training Corporation (VTC), the Armed Forces, the Private Education Sector, Enterprises of the Private Sector, and NGOs.

The tasks and responsibilities of these agencies and institutions include different kinds and levels of vocational and technical (technician) education, as well as the various elements of linkages and channels between the supply and demand sides of the workforce. Nevertheless, a need exists to improve the level of coordination and complementarity among the concerned parties.

The status quo of E-TVET planning in Jordan is generally characterized by the need for developing all aspects of the planning dimension at the meso level as a major input to the planning function for E-HRD at the national macro level. On the other hand, the relevant legislative tools lack a comprehensive approach concerning the concept and requirements of E-TVET.

Furthermore, developments related to the status of females in the field of HRD in general and in the field of education in particular, have not been accompanied by similar developments in vocational education and training (VET) for the preparation of skilled workers at the basic occupational levels, or in employment. This is clear from the fact that the number of females who join the vocational streams after basic education represent only about half the number of males, and the percentage of women in the workforce is only about 13%. Women employment, on the other hand is concentrated in certain services sectors, especially education.

Objectives

1. Enhancing the relevance between labour force supply and demand in the field of TVET.
2. Developing the qualitative aspects of the outputs of TVET systems and programmes, leading to higher productivity of the Jordanian labour force.
3. Adopting a comprehensive framework with the relevant economic, social and cultural dimensions in planning for E-TVET, in harmony with HRD planning at the national level.
4. Providing frameworks and criteria for coordination among the various agencies concerned with employment and TVET in the public and private sectors.
5. Developing the status of women and their role in employment as well as in TVET systems and programmes.
6. Fostering channels and linkages between general education and TVET systems.

Policies and Strategies

1. Adopting a two-pillar framework in planning for employment and TVET. The first is society's needs and labour market requirements and characteristics, and the second is the needs of the learner/trainee as a human being and a citizen with regard to his abilities and aptitudes.
2. Developing the capacity of the concerned E-TVET agencies and institution's vis-à-vis their roles in planning, policy design, strategies and R&D as well as activities related to follow-up, monitoring, evaluation and networking.
3. Adopting the principle of diversification in relation to the number and type of E-TVET providers, while at the same time avoiding duplication and scattering of efforts, facilities and services, as well as ensuring a suitable degree of complementarity and coordination.
4. Promoting women's participation and activating their role in boards, councils, committees and activities related to E-TVET planning.
5. Activating the role and programmes of the media in the field of E-TVET in general, and in enhancing positive attitudes towards work and towards women's participation in employment and TVET.
6. Activating, institutionalizing and upgrading the quality of links and channels between the supply and demand dimensions of TVET. This includes legislation, information systems, R&D, institutionalization of linkages, occupational classification and standards, career counseling, employment services, etc.
7. Promoting research and studies related to E-TVET, and activating the roles of universities and other concerned agencies in this respect.
8. Interacting with and benefiting from international systems and models related to E-TVET, with the objective of developing national planning capabilities.
9. Developing legislative tools related to E-TVET to provide an adequate legal framework for the relevant systems and issues.
10. Developing organizational structures that foster linkages and channels between general education and TVET system, laterally and vertically.
11. Highlighting and promoting women's roles and issues related to E-TVET including legislation, research, information systems, career counseling, employment services, etc.
12. Establishing a Higher Council for Human Resources Development to undertake the responsibilities of planning, policy-making, and coordination for HRD at the national level.
13. Establishing an E-TVET Council to undertake the responsibilities of planning, policy making and coordination for employment and TVET at the national level.

III. Financing

Background

Despite the continuous increase in expenditure on HRD in general, and on formal education in particular, TVET funding suffers from a number of weaknesses and shortcomings in such areas as national funding policies, the role of employers and learners, the economics of TVET models and operations, the insufficiency of annual financial allocations to TVET in public budgets, and the lack of sufficient funds for such E-TVET support services as studies, research, employment, guidance and counseling, etc.

Objectives

1. Diversifying and developing the financial resources for E-TVET systems, programmes and services.
2. Promoting the efficiency and effectiveness aspects of financing of E-TVET systems, programmes and services.

Policies and Strategies

1. Developing well defined financial frameworks and organizational structure for financing the various E-TVET systems, programmes and services.
2. Developing the role and involvement of the "Employment and Training Fund" in financing the various E-TVET systems, programmes and services.
3. Rationalising learners' contributions in meeting the costs of their preparation and training, especially in sub-professional (technician) and adult learning schemes.
4. Enhancing the self-financing capabilities of E-TVET providers, through such measures as income-generating activities. This is in addition to the financial support that is provided to such providers.
5. Ensuring the efficiency and economics of operation in the planning, design and operation of E-TVET systems, models, programmes and services.
6. Linking funding policies to performance standards and efficiency criteria in the implementation of E-TVET, systems, programmes and services.
7. Ensuring that the needs of SMEs as well as the needs of the informal sector are taken care of in funding policies for E-TVET.
8. Supporting studies and research in the field of the economics of E-TVET, especially in the areas of costing and cost-effectiveness.

IV. Information Systems

Background

Human Resources Information Systems (HRIS) constitute a major component of active labour market dynamics and characteristics. The National Center for Human Resources Development (NCHRD) has already developed, through Al-Manar Project, a comprehensive national HRIS, covering both the supply and demand sides, which is compatible with Arab and International Systems.

In this respect two major weaknesses exist. The first is the fact that the HRI systems of most information providers need further development to become compatible with the national system, and the second is the need to institutionalize the utilisation of HRIS in such areas as policy making, decision taking, R&D, employment services, career guidance, etc.

Objectives

1. Enhancing national and agencies capabilities in providing HRI systems, as well as their utilisation in planning, strategies, policy-making, decision-taking and R&D, especially in the field of employment and TVET.
2. Developing national and institutional capabilities and capacities in the field of HRIS, including manpower, technologies, equipment, etc.

Policies and Strategies

1. Ensuring the sustainability, maintenance and continuous development of the National HRI System.
2. Reinforcing institutional capabilities, including technical, administrative and manpower aspects, of agencies and organizations that constitute the major information providers for the national system, such as the Department of statistics (DOS), the Ministry of Labour (MOE), the Ministry of Education (MOE), the Ministry of Higher Education and Scientific Research (MOHESR), the Vocational Training Corporation (VTC), the Social Security Corporation (SSC), and the Civil Service Bureau (CSB).
3. Enhancing studies and research related to HRI systems, especially concerning employment and TVET.
4. Promoting the utilisation of modern technologies to access, compile, process and publish information on the national and sectoral levels, taking into consideration the economics of such activities.
5. Developing national and institutional capacities for the pre-service and in-service preparation and training of professionals and technicians in the fields related HRI systems.
6. Promoting awareness and enhancing the culture of building policies, strategies and decisions on adequate knowledge that is derived from reliable information, especially in the fields related to E-TVET.

V. Occupational Classification and Standards

Background

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 descriptions, on the other hand, define every job, including the tasks and skills it comprises, and the level it occupies on 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.

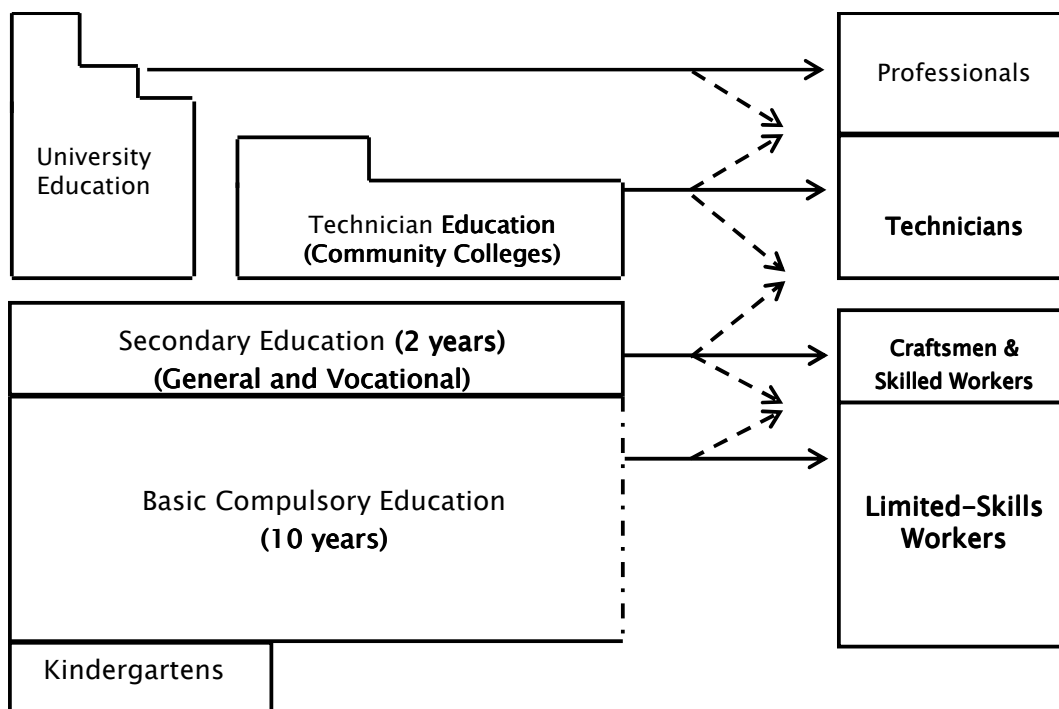
Objectives

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 practicing 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 practice a job, HRD studies and vocational and technical education and training programmes.

Policies and Strategies

1. Adopting the Unified Arab Occupational Classification, Job Description and Standards System which is compatible with the International Standard Classification of Occupations (ISCO), as a general framework for occupational classification and standards in Jordan.

2. Developing and adopting the necessary legislative and organizational frameworks for licensing to practice a job by both individuals and work places, in compatibility with the national occupational classification and standards, including the relevant technical criteria.
3. Developing a comprehensive system for occupational tests and for the granting of licenses to individuals and work places to practice jobs, including performance and skill-level tests.
4. Establishing an autonomous entity under the umbrella of the E-TVET Council to be responsible for the functions of performance and skill testing as well as accreditation and licensing of individuals and work places to practice jobs.
5. Ensuring the adoption by the government and non-government sectors of the national system of occupational classification and standards, especially in such activities as recruitment, wage structures, labour mobility, accreditation, licensing criteria, research, statistical frameworks, and TVET programmed and curricula.
6. Adopting the general framework shown in the figure below for the relationship between occupational levels on the one hand and the various educational cycles on the other.



Relationship between the Educational Levels and Occupational Levels

VI. The Status of TVET

Background

Formal technical and vocational education and training programmes are offered in Jordan within two major systems and occupational levels:

- (i) The first system targets students who complete successfully basic compulsory education and caters mainly for the age groups 16–18 years with the objective of preparing skilled workers and craftsmen at the basic occupational levels within two 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 (dual or cooperative) system, and in cooperation with employers, with more than fifty specializations.
- (ii) The second system targets students who successfully complete secondary education, and caters mainly for the age groups 18–21 years with the objective of preparing technicians and sub-professionals at the intermediate occupational levels, with about a hundred specializations offered by more than fifty community colleges.

Objectives

1. Enhancing the external efficiency of the TVET programmes and their relevance to the requirements of socioeconomic developments and the needs of the labour market.
2. Improving the internal efficiency of the TVET programmes concerning their economics and governance as well as their qualitative aspects and dimensions.
3. Promoting the equity aspects of TVET systems and programmes with special attention to women and groups of special needs.
4. Developing national capacities in TVET, quantitatively and qualitatively, so that Jordan becomes a regional centre for the various relevant fields.

Policies and Strategies

1. Incorporating and developing the soft skills in TVET programmes, including critical thinking, problem solving, teamwork, entrepreneurship, social and life skills, etc.
2. Promoting and diversifying services and facilities available for women in TVET.
3. Rationalising linkages and organizing channels between TVET and higher (university) education, thus avoiding dead ends while upholding adequate standards.
4. Developing the evaluation systems of students' performance in TVET programmes, to ensure that such systems cover the relevant professional and life skills.
5. Developing career (vocational and educational) guidance and counseling services in the education system in general and in TVET institutions in particular.
6. Introducing and developing employment and recruitment services inside and outside TVET institutions.

7. Developing the governance aspects of TVET systems, including the enhancement of decentralization, the empowerment of TVET institutions, and increase in accountability.
8. Enhancing the educational, social and economic status of the TVET instructor, developing pre-service educational programmes, ensuring continuous professional growth, and seeking to realize the motto that "the teaching profession is a vocation and a mission".
9. Expanding and improving the TVET services available for groups with special needs, quantitatively and qualitatively.
10. Fostering the internal efficiency and quality of TVET institutions and programmes, including both the qualitative and quantitative aspects related to instructors, administrators, curricula, buildings, equipment, educational facilities, teaching/training methodologies, the economics of operation, etc.
11. Enhancing the external efficiency and effectiveness of TVET institutions and programmes, including quantitative and qualitative relevance between the institutions outputs on the one hand, and labour market needs and socioeconomic development requirements on the other.
12. Developing a comprehensive accreditation and licensing system for TVET institutions and programmes.

VII. Non-Formal TVET

Background

A large number of institutions, programmes and facilities exist in Jordan that are related to non-formal TVET, both in the public and private (including voluntary) sectors. In addition to the role of the public sector in this area through TVET institutions and programmes, profit-making and voluntary private agencies play an important role in providing non-formal TVET programmes for adults. Tens of thousands of citizens join the relevant institutions and programmes annually for different purposes: upgrading educational and occupational standards, raising efficiency and improving performance at work, preparing for a new job, fulfilling hobbies, etc.

Nevertheless, non-formal and adult education (including TVET) institutions and services suffer from some shortcomings and weaknesses, especially at the macro or national level concerning the lack of the relevant policies and strategies. They also suffer from the lack of coordination and ambiguity of roles, as well as the need to develop the qualitative aspects of the relevant services, in addition to the need to better integrate non-formal and formal TVET systems.

Objectives

1. Integrating non-formal TVET systems, as well as self-development, into the national HRD system within the concept of continuous and life-long learning and training.
2. Promoting linkages and complementarity between non-formal and formal TVET systems and programmes.
3. Developing non-formal TVET systems, structures and quality in public and private sectors and expanding and diversifying the relevant programmes to enhance their accessibility to the various population categories, age-groups and geographical regions, as well as their accessibility to SMEs and the informal sector in the labour market.
4. Utilising non-formal TVET programmes to promote labour and social mobility as well as gender equity, and reduce the gap among the cultural and educational levels of the various social groups.

Policies and Strategies

1. Incorporating non-formal TVET in national socioeconomic development plans in general, and HR development plans in particular.
2. Updating and developing legislation that deals with the various issues and systems related to non-formal education and training in general and non-formal TVET in particular.
3. Developing criteria and procedures for the accreditation, licensing and quality control of institutions, agencies and centres that offer non-formal education and training in general and non-formal TVET in particular.
4. Providing vertical and lateral channels between the two streams of formal and non-formal TVET, so that both patterns form an integrated system that allows learners to move from one stream to the other according to specific criteria.

5. Improving the governance aspects, as well as the efficiency and effectiveness of institutions, agencies and centres that offer non-formal TVET programmes and services in the public and private sectors.
6. Supporting the role and efforts of the voluntary sector, and providing incentives to this sector, in the implementation of non-formal TVET programmes, especially when such programmes target groups of special needs.
7. Developing the necessary systems and criteria for financing non-formal TVET systems and programmes, including the role of employers and learners in this respect.
8. Ensuring adequate geographical coverage of non-formal TVET services and programmes.
9. Delegating the responsibilities of planning, policy-making, development and evaluation of non-formal TVET systems, services and programmes to the E-TVET Council.

VIII. Role of Private and Non-Governmental Sector in E-TVET

Background

The private and non-governmental sector in Jordan has a recognized role in HRD in general, and in E-TVET in particular.

On the planning level, the private sector is represented in all relevant councils and boards concerned with E-TVET systems and institutions.

On the implementation level, the private sector is active in three major fields. These are post-secondary (technician) education in community colleges and intermediate university institutes, applied secondary education or formal apprenticeship schemes in cooperation with the Vocational Training Corporation, and non-formal adult education. The number of private community colleges is almost equal to the public ones. More than five thousand enterprises are involved in formal apprenticeship schemes. In the field of non-formal (adult) education, all "cultural centres" which annually accommodate tens of thousands of students in short and medium-term vocational courses are owned by the private sector. This is in addition to the role of the voluntary non-governmental sector in the provision of educational and training services for groups of special needs.

Nevertheless, the relevance of TVET programmes to developmental needs and labour market requirements is not adequate enough, quantitatively and qualitatively. This necessitates, among other factors, activating and up-grading the role of the private and non-governmental sector in the planning and implementation of TVET systems and programmes.

Objectives

1. Developing and expanding the role of the private and non-governmental sector, and improving its efficiency and effectiveness in the planning, implementation, quality control, and other aspects of E-TVET systems and programmes.
2. Developing and rationalising the contribution of the private and non-governmental sector in the financing of plans, programmes and projects related to E-TVET.

Policies and Strategies

1. Developing the necessary legislative tools to enhance the role of the private and non-governmental sector in HRD in general and in E-TVET in particular.
2. Promoting the effective participation of the private and non-governmental sector, enhancing its capacity, and activating its role in boards, councils, committees and activities related to E-TVET planning and policy making.
3. Enhancing the role of the private and non-governmental sector in the implementation of E-TVET systems and programmes, quantitatively and qualitatively.
4. Providing tax and other incentives to the private and non-governmental sector involved in HRD activities in general and E-TVET in particular.
5. Availing financial and technical support and incentives as well as capacity building services to the voluntary non-governmental sector involved in HRD in general and E-

TVET in particular, especially in activities directed to serve women as well as activities that serve groups of special needs.

6. Supporting and encouraging a sectoral approach by the private sector to its role and involvement in HRD activities in general and in E-TVET in particular.

IX. The Regional and International Dimension

Background

The Jordanian labour market is characterized by a relatively high unemployment rate of about 14% and a high number of emigrants and immigrants at the same time. The emigrating Jordanian labour, which amounts presently to 300,000 workers, can be found in many countries, especially Arab Gulf countries. Jordanians abroad work mostly at the higher occupational levels as professionals and technicians, and partially as skilled workers and craftsmen.

On the other hand, Jordan hosts about 350,000 non-Jordanian workers, mostly from Egypt, who mostly work at the basic occupational levels as skilled and limited-skills workers in the agricultural and services sectors.

Objectives

1. Developing national capabilities, qualitatively and quantitatively, in E-HRD in general and E-TVET in particular, to benefit from work opportunities in the Arab countries, and cooperating with regional Arab Organizations, such as the Arab Labour Organization in this respect.
2. Supporting trends and moves towards the integration of Arab economies and free labour movement among Arab countries, and cooperating with regional Arab Organizations, such as the Arab Labour Organization, in this respect.
3. Promoting Jordan's status as a regional centre for HRD in general, and for TVET in particular.
4. Enhancing interaction with international experiences in the fields of E-TVET.

Policies and Strategies

1. Securing adequate data and information related to Arab labour markets in general, and those in Arab countries that attract Jordanian labour in particular, and utilizing such data and information in national HRD and E-TVET plans and programmes.
2. Developing adequate data and information on the structure and characteristics of expatriate labour in Jordan, and utilizing such data and information in national HRD and E-TVET plans and programmes.
3. Organizing and rationalizing the employment of expatriate workers through the development of suitable policies, mechanisms and procedures for this purpose.
4. Applying national labour legislative tools on expatriate workers, in a more comprehensive manner, to ensure their rights to appropriate working conditions on the one hand, and to avoid unfair competition with the Jordanian workers on the other.
5. Supporting and promoting the employment of Jordanian workers in other Arab countries by establishing institutionalized structures in the public and private sectors, and enacting the necessary legislative tools.
6. Supporting the Arab Labour Organization (ALO) efforts in the fields of E-TVET.
7. Promoting dual and regional agreements and relations between Jordan and other Arab countries in the fields of E-TVET.

8. Developing policies, mechanisms and services that contribute towards the role of Jordan as a regional centre for the various aspects of HRD in general and TVET in particular.
9. Utilising and benefiting from international economic trends and developments, including international agreements, privatization and globalization, as well as the impact of such trends and developments on such E-TVET issues as systems, standards, occupational classification, labour mobility and quality.