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USAID/JORDAN'S PARTICIPANT TRAINING

PROJECT: REVIEW AND RECOMMENDATIONS

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
CONTRACT NO. AID-278-320
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(DEVELOPMENT ADMINISTRATION TRAINING II)

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I. BACKGROUND: PERSPECTIVES ON OVERSEAS TRAINING FOR JORDANIANS

A. Review of USAID/J Funded Participant Training

1) Brief Overview: 1952-75

Since 1952 some 2000 Jordanians have been trained in the U.S. and third countries under the auspices of projects funded by AID through its Mission in Jordan. Two kinds of source materials allow us to characterize and summarize what is known as "participant training": 1) The Participant Directory, a computerized listing of returned participants by years/field/level/country of training as well as by pre - and post-training positions. The Directory covers the period FY 1952 through December 31, 1975. It has not been updated, but is supplemented by a) a monthly listing of returnees and b) a preliminary account of returnees with comments on training programs and current positions for the period July 1, 1976 to June 30, 1977. 2) Budget submission proposals which contain summary information on the Development Administration Training Project (278-0146), the grant funding the majority of participants from 1970 to date. It is this DAT project which is to be phased out and replaced by training project described herein.

The account below does not pretend to be an exacting analysis of USAID funded participant training in Jordan, for this would require an elaborate reworking of the raw data. It is merely an attempt to delineate the prominent features of past projects, the peaks and valleys, so to speak, rather than the more delicate contours of the ground. However, such an indicative approach is perfectly adequate to our present task of providing a comparative base for the design of a new training project.

The Directory lists 1712 returned participants and 1976 completed programs, the difference in totals indicating that certain individuals received more than one training grant. The monthly listing of returnees covering March 1976 to March 1978 yields 101 names thus bringing the total for completed programs to 2077. A breakdown of totals by decade points to the 1960s as the heyday of participant training. 1218 completed programs are recorded for 1960-69 with 862 occurring in the years 1960 to 1965. The period 1952-59 accounts for 529 while for 1970 to the present 330 are included on the roster of completed programs. The quarterly account as of June, 1978 shows a total of 85 Jordanian participants enrolled in AID-funded programs.

The Dire[illegible] 1) overall allocation of training funds by field/sex, 2) shifts in emphasis from the 1950s through the early 1970s. (What it tells about the mid-1970s is less precise, of course, because this is a list of returnees and a certain proportion of those who departed for training in 1974, for example, had not completed their programs by the terminal date for the Directory which is December 31, 1975), and 3) the extent of utilization of training.

Eight training fields are considered (plus an "unknown" category with but two entries). The percentage distribution for the entire period 1952-75 is as follows:

	Number of Participants	Percent
Agriculture	320	19
Commerce	79	5
Education	454	26
Engineering	220	13
Health	195	11
Public Administration	279	16
Public Safety	66	4
Tourism	97	6
Unknown	2	-
Total	1712	100

By decade, the Directory breakdown generally shows a continuity of emphasis with the exception of the health and public administration categories:*

	% of Total 1952-59	% of Total 1960-69	% of Total 1970-78**
Agriculture	21%	21%	20%
Commerce	2	6	5
Education	33	25	21
Engineering	17	11	6
Health	18	10	3
Public Administration	8	14	40
Public Safety	0	5	4
Tourism	.6	8	1
Unknown	.4	0	0

* These figures do not include grantees centrally funded from AID/W sources.

** Figures from the supplementary sources cited above have been added to Directory totals for the 1970s

In the overall picture, the proportion of third-country training looms large, accounting for 953 or 56% of the 1712 total. In the field of education the third country figure is especially large, 357 (79%) of the 454 trained in that area. The vast majority of these were undergraduates trained at the American University of Beirut (AUB) under a regional project funded by AID and administered by the Ministry of Education during the 1950s and 1960s. AID's involvement in third country training and, particularly, its support at the undergraduate level, slackened considerably after 1975.

Apropos of the Beirut program is discussion of the number of women participants by field. 142 (31%) of the 454 total in education are women; this figure represents 63% of the total number of women (225) trained under AID projects between 1952 and 1975. Likewise, in the health sector where almost 70% of the training was conducted in third countries -- again, for the most part AUB --, women are well-represented forming 22% of the total number trained. This figure is, at the same time, 19% of the total number of women participants. In sum, 82% of all women participants received training in two fields, education and health, and the great majority of these were products of regional institutions. This trend is further borne out by a closer look at the monthly listing of returnees, March, 1976 to the present. Of the 101 total, only 14 (14%) are women. Of these, two received training in the U.S. and twelve at AUB funded under a regional graduate studies program. Nine of those at AUB were education majors and three were in pharmacy.

Two interpretations are possible here, each with a degree of validity: 1) Clearly the AUB program has been "acceptable" to the families of college age girls in that it provides an American style education in an Arab setting. 2) Additional efforts need to be made to recruit women participants, a notion in accordance with current training schemes being devised by Jordanian planners and seconded by USAID/J strategy.

2) DAT I: 1970-78

The complexion of participant training changed in 1970 with the inception of the project entitled Development Administration Training (#146). Whereas prior to 1970 participants were funded from a host of projects, both capital assistance and technical assistance, from that date on, training itself became a technical assistance project designed first and foremost, to respond wholly flexibly to GOJ needs as they arose. The intent, of course, at the same time, was that such training would complement and bolster USAID/J funded activities.

From 1970 on, then, the bulk of participants -- around 70%-- have been launched from project 146. This includes a total of 45 AID/AUB participants transferred -- "reprogrammed" is the term used -- to U.S. institutions in the wake of political disturbances in Lebanon. The remainder of the participants on the Training Office books in the 1970s were funded from the Faculty of Agriculture and agricultural economics projects and from the AUB regional project which now accounts for some 26 participants.

As indicated above, in terms of emphasis by field, the 1970s appear to represent continuity rather than change from the two previous decades. Directory information shows marked differences only in the categories of health and public administration, in the former a shift downwards, in the latter a substantial increase. However, the large percentage--40%-- in public administration reflects something of the definitional problem of determining whether a course in agricultural management, for example, belongs under the rubric "agriculture" or "public administration". By contrast to Directory findings, the 1976 budget submission report for project 146, using a different set of categories in its summation of training activities for 1970-76, offers a figure of only 29% in the public administration field:

	Percent
Public Administration	29%
Education	19
Agriculture & Natural Resources	17
Trade and Industry	15
Labor	2
Health	4
Community Development, Social Welfare, Housing	8
Manpower	5
Public Security	1

The budget submission for 1976 lists the institutional origin (Government Ministry/Agency, University of Jordan, private sector) of the participants. A ranking of institutions according to number of participants supplied puts the University of Jordan first with 14%, followed by the Income Tax Bureau, the Natural Resources Authority, the National Planning Council, the Ministry of Education, the Customs Department, the Ministry of Agriculture, the Department of Social Affairs and the Statistics Department.

The remaining 80 participants are scattered over some 30 agencies and the private sector. An attempt to assess the impact of training on a particular agency must consider a host of factors such as type of program, size of agency and the like. For example, the 13 participants sent from the MOE force of 28,000 is a mere "drop in the bucket" so to speak; 14 from the NPC staff of 75 is quite another thing.

Continuities by field notwithstanding, in terms of who received grants and for what type of training, an overview of the 1970s reveals the following shifts in emphasis: 1) after 1975 degree training for instructors at Jordan University was deemphasized, 2) private sector programs, never large, were terminated after 1974, and 3) practical training came to predominate over degree programs as the following table indicates:

	Percent of Practical Programs
1970	58%
1971	40
1972	65
1973	60
1974	80
1975	70
1976	75

Still, though the trend has been in the direction of practical short term programs, some 90 participants (40%) over the period 1970-76 were funded for degree training of 24 months and more. At the other end, a total of 50 (22%) were sent to the States for programs of less than three months, 19 of these for one month courses. At either end of the scale, careful scrutiny should be given to the expenditure of funds; long term degree training is only appropriate for the exceptionally well-qualified person whose past history indicates a personal as well as professional commitment to contributing to Jordan's development efforts. The one month programs in most cases are of questionable value relative to the large amount of total funding devoted to transporation costs and the necessary expenditure of time in adjusting to the U.S. scene.

3) Selection Process

In the selection of USAID/J-sponsored participants, the accent has been on informality. Periodic conversations between GOJ (since 1975, specifically the NPC) and USAID personnel has resulted in an informal work plan, an unwritten agreement as to where

training priorities lie. With this as a conceptual base, proposals for training have been generated in two ways: 1) The NPC, apprised of staff training plans and policy outlook by the various Ministries, identifies a discrete area of need and a suitable individual whose training will fill that need and approaches USAID with a proposal for training. 2) One of the course announcements, sent out in a continuous stream from U.S. Government agencies and private institutions, catches the eye of a USAID/J technician as being especially appropriate to his project. He relays this information informally to his Jordanian counterpart who, if his reaction is positive, will proceed with nominating a candidate, making application through the NPC and sending required background material to USAID. For training programs of less than four months, an interview with the USAID Training Officer and appropriate technician ends the process of selection and initiates preparation of documentation to enable the candidate to get to the States and join the course of study. In the case of programs of more than four months -- about 150 from all donors per year -- an additional step is involved; that is, a final review of the candidate's credentials by the Civil Service Commission's scholarship committee, a joint body consisting of the CSC Director and Undersecretary, the Undersecretary of the Ministry of Education, and a representative from the NPC. This in fact, though not in original intent, is at present a purely pro forma operation. Suggestions are afloat from ranking CSC personnel to return to the letter of the Scholarship Regulation which bestows upon the CSC committee an evaluative role rather than the lackluster confirming function it now has.

Less important to the USAID training program, which at present is geared almost entirely to professional short-term and post-graduate grants, is the second major scholarship committee, that of the Ministry of Education. The MOE committee which consists of the Minister of Education, the MOE Undersecretary, and representatives from the CSC and NPC acts as the final review body for MOE personnel and undergraduate applicants for study abroad. Once a candidate has been approved for overseas study by either the CSC or MOE committee, he must sign a contract with the GOJ which obligates him, after completion of training, to a period of Government service equivalent to double the length of the training period. Should he break the contract, he is liable to repay the Government the amount of the Grant.

The selection process, briefly outlined above, works most effectively 1) when overall training requirements by Ministry/ by economic sector are carefully assessed in determining fields and kinds of awards, 2) when the selection of candidates is systematic

and evaluative rather than ad hoc and personal, and 3) when, having completed his study, the grantee is assigned to a position appropriate to his field of training. Items 1) and 2) warrant some attention from overseas donors; 3) is outside their purview. Once an effective job classification system is in force -- and the first phase of a new approach here is included in the Civil Service Code now under consideration -- placement problems will diminish.

4) Evaluation of Effectiveness.

How to evaluate the effectiveness of participant training presents a thorny problem. The training experience represents far more -- and is so intended -- than mastery of a particular skill though that is part of it. It is also an opportunity for the participant to broaden his perspective, to develop new patterns of thinking, new approaches to the development process. In short, it is an educational experience over and above the specific training experience, the effects of which will be felt over a long span of time. How does one quantify such experience and its impact on particular development projects?

Ideally, the participant should be interviewed in depth, not simply upon his return but after a lapse of six months, a year, two years, to find out what new vistas were opened up through the training opportunity and how his job effectiveness was affected thereby. In a less perfect world, where time and staff constraints operate, those concerned with evaluating training must: 1) accept at the outset the broad assumption that training overseas or in-country under the supervision of foreign specialists more than likely is beneficial to the development process <u>if</u> candidates are selected with care and competently programmed, 2) introduce defined follow-up activities to promote continued contact with the USAID Office and to encourage transfer of newly gained insights to other host country nationals, and 3) at the very least, keep an up-to-date record of the current position held by the participant as a crude index of utilization of training.

The <u>Participant Directory</u> attempts to gauge "utilization" in this way for the entire period 1952-1975. Unfortunately, such terms as "full utilization" and "partial utilization" are used as category headings without ever being defined. Discussion with those close to the project has resulted in the following definitions: 1) Full utilization means that the post-training position title precisely reflects the field of training. 2) Partial utilization denotes that the returned participant is working in a field closely related to the field of training or in a supervisory capacity in his field.

Furthermore, in the retired and resigned categories one may assume at least some degree of utilization of training since "retired" means satisfactory completion of government service and in most cases of resignation, severance occurred after fulfillment of the obligation to repay in official service double the amount of time spent in training. If we subtract from the 1712 total the figures under "no information" (West Bankers for the most part) and "deceased", and form one category of "some degree of utilization" from the listings under full, partial, retired, and resigned, we come out with an 87% correlation between field of training and job title leaving a mere 13% in the "non-utilization" and "abroad" categories combined. Though this very high correlation points toward a positive impact for training, one cannot necessarily go the next step and conclude that training has resulted in greater effectiveness on the job or that the participant's colleagues have benefitted from his new insights. That, especially in the absence of more rigorous follow-up techniques, remains a purely individual matter.

Furthermore, the "abroad" category has become a more significant figure in the years after 1974 with intensification of the "brain drain" to the oil-rich Arab States, though the precise extent of the problem has yet to be defined. Figures from the Civil Service Commission on long-term grantees who have defaulted on their contracts show 14 for 1976 and 12 for 1977 out of totals of 144 and 181 respectively. The lists give the amount the grantees owe the Government as repayment for the fellowships, but do not reveal whether departures were for the private sector or abroad. MOE figures for defaulters among undergraduate scholarship holders are more startling. Some 1000 students are on the books in this category owing about a million JD. At a recent meeting of the Cultural Affairs Directorate, of 218 cases under discussion, 112 related to non-fulfillment of contracts. It is assumed that low teaching salaries, or in reverse, attractive options found in the private sector and the other-Arab States, account for this phenomenon though a careful study has yet to be made.

In sum, though we are able to derive a rough estimate of the effectiveness of training from information in the Participant Directory, the result would be considerably enhanced if the Directory were an up-to-date record. The work is deficient in another important respect; that is, that it lacks a cross reference by Ministry/Agency. For purposes of evaluating a new request for training, it should be possible from a single source to get a quick reading on how many from the agency in question have received grants in the past, in what fields, and to what end in terms of current career status. A listing of participants by agency, in other words, would enable USAID to better judge the overall usefulness of participant training to a particular governmental organization and thus the desirability of continuing this kind of support.

Mgt. ue.

B. Overseas Study in General

1) Distribution of Jordanian Students Abroad

To put in proper perspective the shape and magnitude of the USAID participant training program, we must take a look at the broader picture of overseas training for Jordan. According to the 1976-77 Educational Statistical Yearbook (MOE), the total number of Jordanian students in post-secondary institutions abroad, both self-supporting and on scholarship, is estimated to be 42,003. For a population of little over two million, this is a staggering figure indeed and immediately suggests a high level of general education combined with the inadequacy of internal institutions to accommodate those aspiring to a higher education.

The total is spread over 34 countries with the preponderant number in 12 Arabic speaking countries -- 28,676 or 68% --, 6793 in Europe, 4004 in the Soviet Bloc countries, and, in Asia, 1498 (Pakistan and India). The number of students in the U.S. is listed as 1010, a figure close to that for Britain (1000), Italy (1100), and Kuwait (1111). The breakdown by field shows the greatest number in the humanities category (12,639) with 6,900 of these studying in Lebanon. The second largest field is the medical sciences and here Egypt is handling the bulk of the training (2288 students) while Spain is next with 992, the U.S. third at 900 followed by Romania (600), Greece (592), Italy (510) and the Soviet Union (500).

As might be expected, of the grand total of 42,003, only 4044 (10%) are women and 95% of these are studying in countries of Arabic culture and language. The picture is more encouraging for women on the scholarship side. Of the 3634 students on scholarship under the GOJ and other donors as of 1976-77, 1167 are women. 921 are on MOE administered grants within the country (representing 43% of the total 2129 scholarships offered by the MOE). Most of the remainder are either in Egypt at the MOE's expense or in Lebanon on their own. A comparative review of the number of women versus men on scholarship found in the Yearbook for 1973-74 (but not in the 1976-77 version), shows a rise in the female proportion of totals from about 15-20% to 30% over the decade 1964-74.

By contrast to USAID participant training which has concentrated almost exclusively in recent years on post graduate degree training and practical course work for GOJ personnel, other donors have offered undergraduate scholarship openings in place of or supplemental to the professional level grants. With the exception of the Soviet grants which began in 1969, such programs are a feature of the 1970s. The

The following figures give a comparative view of totals as of 1976-77: (Educational Statistical Yearbook)

Sponsor/Location	Totals	Sponsor/Location	Totals
Jordan/MOE funded	2129	Spain	51
Syria/MOE funded	104	Yugoslavia	8
Egypt/MOE funded	311	Kuwait	44
Iraq	18	Morocco	39
Turkey	15	Romania	141
Lebanon	140	West Germany	32
Pakistan	46	U.K.	7
Saudi Arabia	41	Bulgaria	21
India	34	Jordan/Ministry of Waqf	62
Russia	297	Jordan/Jordan Forces	29
France	58	China	7

These undergraduate scholarships are administered by the Ministry of Education which determines the distribution of awards internally by region. The outside donor, however, sets the initial allocation of seats by field of training.

2) Professional Level Grants: GOJ and other donor activity

While the US has supplied a significant portion of professional overseas grants it is by no means the sole donor involved at this level. An NPC unofficial listing for 1973-77 of those grants of four months and more shows a total of 30 financing agencies including the GOJ itself. The same record, though it notably excludes the 1-4 month programs, enables us to get a quick comparative look at the extent of other donor activity during the five year period. In first place is the UN, or the various UN agencies, which funded 32% of the total 716 grants recorded. USAID is the next largest donor, but here the percentage drops to 15% followed closely by the British Technical Assistance program at 12%. The GOJ and West Germany fourth and fifth in rank, each supplied approximately 8% of the total. To this point we have 75% of the total grants funded by five donors and the remainder taken care of by 25 additional national agencies and private organizations. The Soviet Bloc countries which provided a major portion of the undergraduate grants, are here represented by 3% of the total. Likewise, Arab countries and regional organizations combined, a major supplier at the undergraduate level, provided 8½% of the professional level grants.

The above-cited NPC listing offers information as well on the origin of grantees by Ministry/Government agency. Of the 43 institutions listed, the Ministry of Agriculture received the preponderant number of grants in the period 1973-77 with 21% of the total, followed in order by the Ministry of Health (11%), the Civil Aviation Department (5%), the Natural Resources Authority (5%), the Royal Scientific Society (5%), the Ministry of Finance (5%), the Central Bank (4%), the Department of Statistics (4%), and the Ministry of Labor (3%). These nine agencies, then, account for almost 60% of the professional level grants. Equally interesting however, is the wide coverage -- that is, that an additional 34 received some kind of support for study/observation overseas.

C. Style of Other Donor Programs

The discussion below will highlight major features of overseas training programs sponsored by several non-U.S. donors, and, in particular, will compare selection procedures and point out fields where multidonor coverage is offered and those given short shrift. It is beyond the scope of this paper to examine the nature of the aid programs in toto except in the most summary fashion. In general it should be noted that UN and French assistance is entirely in the technical grant category while the German and British programs have, as does the USAID effort, large capital investment or loan projects which are complemented on the technical assistance, grant giving side including support for overseas training.

1) UN

The UNDP Annual Report for 1976 lists all externally financed technical assistance projects by sector and donor with activities supported by the various UN agencies drawn in particular detail. The majority of UN projects take a multifaceted approach where foreign technical advisers are brought into Jordan, Jordanians are granted fellowships for overseas training, and monies are spent on feasibility studies and equipment. Key areas of concentration in terms of amount of assistance committed for 1976 were: agriculture (FAO), education (UNESCO/UNICEF), general economic policy (UNDP), labor management, and employment (UNDP/ILO), industry (UNDP), transportation and communication (UNDP), and health (UNICEF,WHO). Small amounts were earmarked for the population, social services, and science and technology sectors, leaving only natural resources with no UN support at all. According to this arrangement of categories, USAID/J contributions are indicated under agriculture (wheat research and production), education (Faculty of Agriculture Development), general economic policy (Development Administration Training) and labor, management and employment (US Technical Services Grant). Of course, one must consider definitional questions here, chiefly the fact that DAT exists as a single entry under general economic policy. As we have seen, DAT, while indicating a project focus on economics and public administration, is more properly divided into a number of subject headings including education, agriculture, manpower and so on.

It seems surprising, given the accent on health in current AID discourse, to find the U.S. missing from the most recent available (1976) UNDP list of contributors in the health category. However, under two health projects initiated in 1977-78, provision is made for in-country or third-country training courses in health planning and at least one grant has been designated for long-term degree training at a medical institution in the U.S. For the most part, funding for public health projects which include a training component, has been the province of WHO. A recent MOH survey of 96 fellowships in the medical sciences supplied by outside sponsors during 1970-78 shows the following breakdown:

Sponsor	Percent
WHO	71%
Britain	14
USSR	7
France	2
Turkey	1
Czechoslovakia	1
Austria	1

A simple listing for the year 1977-78 of 46 fellowships and training courses for Jordanians funded by UN agencies is characterized by variety in terms of fields of study pursued and duration and location of courses. For example, the 12 candidates in the industry sector sent under UNIDO auspices attended either short conferences or 1-3 month seminars in a host of subject areas from industrial planning to the highly technical "maintenance of bio-medical electronic equipment" conducted in 11 different countries including Ireland, Cyprus, and the Philippines. In the demography area, two candidates received long term training grants at the Cairo Demographic Center while a third attended a three month program in the USSR. Both Egypt and the U.S. hosted candidates in public administration while the U.S. contributed also in certain highly specialized scientific areas -- the use of isotopes in medicine, for example. Quite clearly, the UN, through its specialized agencies, has the capacity to respond with the utmost flexibility to GOJ requests in a variety of areas. It also offers, from the standpoint of other national donors, a useful data bank of third country institutions worth exploring when designing new projects and training programs.

2) UK

The Middle East Development Division which reports directly to the Ministry of Overseas Development (ODM), London, acts as the

regional implementing body for the British foreign assistance program. The program for Jordan consists of both capital assistance and technical cooperation components totaling around 4 million dollars for 1978. Of this amount around 200,000 or 400,000 US dollars are applied to training activities. The administration and management of the training program is handled by the British Council acting under guidelines supplied by the MEDD. The current list of priority areas for technical cooperation issued by the MEDD is as follows:

1) Training of counterparts for British technical cooperation officers.
2) Support of UK-financed capital assistance projects.
3) Support of key Jordanian institutions concerned with development.
4) Development planning: design and implementation of projects
5) Technical education
6) Population control
7) Agriculture and rural development
8) Natural resources development
9) English language teaching.

Based on this list of priorities, the British Council produces a keysheet which indicates the number of training slots available by field or by Ministry/agency. Normally, around 40 grants are offered though the Council expects to receive 70-80 applications for review. Nominations emerge from the Ministries, ideally after consultation with British technical staff, and are forwarded to the NPC which in turn refers them to the Council. The NPC has in hand the British Training Manual (the counterpart to the Development Training Guide issued by AID/IT), a listing of standard courses by field, as the source for selecting an appropriate program of study for the nominee. Only in rare instances do the MEDD and British Council give consideration to announcements sent out from the UK in ad hoc fashion telling of the newly formed institute or program. Thus, British selection procedures avoid the time consuming task USAID takes on in sifting through myriad course announcements irregularly issued.

As the counterpart language examination to the TOEFL and ALIGU tests used by USAID, the British Council administers the Davis Test. It is, from all accounts, a more rigorous test of English than the American versions and, as a result, "inadequate English" is one of the chief dropout points for nominees in process. In addition, for those candidates desirous of pursuing second and third level degrees at UK universities, demonstrating the equivalency of their Jordanian academic credentials poses a major obstacle often insurmountable.

The British training program offers a number of variations in terms of level as does the U.S.; it is a mix of degree training and short term practical with an emphasis at present on the latter. Programs are normally of three months and more. Only exceptionally are grantees supported by UK funding for programs of shorter duration. Third country training is being explored seriously as well: for example, Jordan Forestry Department personnel are slated to go to Cyprus for a study program. On the reverse track, the MEDD plans to bring ten Yemenis here to work with the Jordan Cooperative Association.

The British Council is not active on the follow-up side. It simply sends out a "welcome home" letter to returnees suggesting that they visit the Council to discuss their training experiences. Apparently this rarely happens.

3) Federal Republic of Germany

The German program, which sends approximately 50 Jordanians to Germany for training annually, is entirely tied to specific loan projects. At the risk of oversimplifying in the attempt to simplify, the current focus of the large German assistance program (which runs a close second to the USAID contribution on the loan and technical assistance sides) is on the Jordan Valley and Aqaba with projec the first area including electrification, irrigation, housing, a the JCO and those in the south concentrating on the development port facilities, electrification, and construction of the El Hasa Aqaba railway. Most training grants, then, are related to Jordan Valley projects and the port of Aqaba.

In one key feature the German training program resembles the British; namely, in that the number of grants offered is predesignated by number, field and Ministry. If a qualified candidate is not found for that specific slot, the grant simply goes begging. This, of course, is less elastic than the U.S. system presently in force where pre-planning is at a minimum so that rejection of a candidate does not mean loss of the grant money but merely that that money will be applied to another candidate for another purpose. The only limiting factor in the U.S. case then, is the total annual funding of the project.

The German selection process follows other-donor patterns in that initially a plan is announced to the NPC which in turn relays it to the Ministries concerned. Candidates are nominated by German project managers in cooperation with their Jordanian counterparts, and their credentials carefully reviewed by the NPC, by appropriate Embassy personnel, and by those responsible for training in the Ministry for Economic Cooperation, Bonn. Grants uniformly provide for short term technical training, normally of a year and a half duration

including six months of language study. Training usually takes place at more than one institution. For example, Port of Aqaba grantees receive training at both Bremen and Hamburg.

At present, no structured follow-up measures are in force. It is merely assumed that the newly trained will return to the projects from whence they came. Recent discussion, however, has raised the possibility of establishing short-term, regionally-based programs of skills training centered around returned grantees.

4) France

French assistance to Jordan is entirely in the technical grant category and consists primarily of an active fellowship program. While the GOJ's need for expertise is a considered part of the program design, the underlying rationale of the program, frankly stated, is to further French international business interests. These considerations govern the direction of fellowship aid which, in the past, has focussed on degree programs in engineering, medicine, and business administration.

At present, the program is undergoing considerable revision especially in selection procedures. Whereas formerly the GOJ, through the NPC, the Ministry of Education, and the Jordan National Geographic Center, had sole responsibility for selection of candidates, now such decisions are to be made jointly with French representatives. However, as before, the French program will channel its support through the three agencies just mentioned.

In its new form, the program with the NPC will offer GOJ officials five grants per year for advanced degree training in engineering and business administration. A selection commission sent out from France will interview candidates and assist the NPC in choosing the most highly qualified.

The exact nature of French assistance to the MOE has yet to be clarified, though a decision has been made to terminate undergraduate scholarships. Twenty Jordanians are still in France funded from the previous undergraduate program, completing a seven year course of study for the medical degree. Another ten in the original group failed because of inadequate preparation in mathematics and physics. This year the Ministry requested ten training slots. Thus far only three have been awarded; these are for practical courses in vocational education. Very likely, future assistance to the MOE will be similarly in the form of 1-2 year practical training grants to teachers.

The largest portion of French fellowship assistance goes to the JNGC to support training in the engineering field. At present some 60 Jordanians are in France under the auspices of this program, enrolled in either five year engineering courses or the two year course which produces the assistant engineer. Up to twenty more grantees may be sent this year if, among candidates applying, twenty are able to score well on a required mathematics aptitude test. This is a new screening device, instituted this year, designed to pinpoint early those whose mathematics abilities will allow them to quickly bridge the gap between the tawjihi math level and the more advanced stage represented by the French secondary school degree. France, in addition, has supplied five French instructors to the JNGC to conduct two year, in-country courses in the geographic sciences. The plan is to prepare between 150-200 technicians over a six year period. The first graduating class emerged in December, 1977. A second course is now in session with around 60 students.

From the above brief recital of selected other-donor programs three tentative conclusions emerge. First, as to selection procedures, other donors seem to follow a more definitive, in some cases, even stringent, set of criteria than has the U.S. in the past. Furthermore, the trend appears to be in the direction of still greater formality -- the recent French decision to appoint a commission to interview candidates is a prime example. Secondly, in all of the programs reviewed above the accent is on short-term practical training grants. The German grants are entirely in this category. Even in the French case, where, in the past, five to seven year fellowships were the rule, there has been a shift in the direction of shorter grants as indicated in the new program with the MOE. Finally, a review of the fields supported by various donors suggests, above all, the necessity of USAID/J keeping au courant of other training projects. What, to cite an example in an area the U.S. plans to support, is the exact content of the French training programs in vocational education? What, in specific terms, have the UNDP and the British done in this area in the past? Such coordination would contribute to greater creativity in decisions on participants and their fields of training.

II. RATIONALE OF PROJECT: GOJ DEVELOPMENT GOALS AND THE DIRECTION OF USAID ASSISTANCE

A. Jordan's Five Year Plan

The chief documentary source for an outline and exposition of Jordan's current development objectives is Jordan's Five Year Plan, 1976-1980, issued under the direction of the National Planning Council. Throughout this lengthy work which contains careful analyses by sector, four key goals are accented: 1) growth of the commodity producing sectors, with a special focus on export oriented industries, to a level which will result in a 12% increase in GDP and a strengthening of Jordan's balance of payments position, 2) more equitable distribution throughout the various regions of Jordan of national income, economic activities, and public services, 3) overall development of manpower capabilities, and 4) development of domestic revenues and savings to the end of creating a self sustaining economy. In designing a strategy to achieve these ultimate objectives, authors of the Five Year Plan have underscored three themes: planning, economic expansion and reorganization. Under planning, specific mention is made of project planning in the sense of effective determination of priorities and funding levels; educational planning, chiefly curricula revision and vocational training; social planning, primarily health and family planning; and integrated regional planning, the concept of moving ahead on all development fronts within geographical subunits of Jordan.

Economic expansion has two major subthemes. In agriculture, the Plan calls for implementation of projects to extend irrigated lands and thereby to increase production of crops for both domestic consumption and export. In industry, the Plan focusses on measures to increase industrial capacity in areas capable of generating large foreign currency earnings -- minerals' processing and tourism, for example -- and on means to promote joint projects with other Arab countries. The reorganization theme refers generally to the need to effect change throughout the fabric of society: for example, the Plan calls for broad changes in social attitudes and, more specifically, for revision of the legal and administrative framework of Government.

B. Manpower Problems

At the midway point in the Five Year Plan, a shortage of skilled and professional labor has appeared as the fundamental constraint to the achievement of Jordan's development objectives. Jordan is in the

unusual position for a developing country of having the capital necessary for industrial expansion but not the requisite labor supply. This labor problem, which intensified after 1974 and was pinpointed already in the Five Year Plan, has resulted from the outflow of skilled workers to the oil-rich Arab States where salary offerings are markedly higher. Recent MOL estimates show that well over 200,000 of the total 305,000 Jordanians working abroad, are currently on Arab States' payrolls with over 100,000 in Saudi Arabia, 80,000 in Kuwait, and 35-40,000 in Libya. The aforementioned MOL source calculates that 7,300 Jordanians were working for the Kuwait Government in 1976, 3,500 of them teachers.

Curiously enough, MOE figures on teachers abroad do not tally at all here. The total number of teachers and administrators on official loan from that Ministry to all the Arab States and international organizations for 1976-77 was 1,363 and 1,358 for 1977-78, with only six listed under Kuwait in each case. MOE figures for 1978 for teachers on personal contract in Saudi Arabia, Oman, UAE, and Kuwait together totaled 1,633 with the Kuwait figure at 408, still far different from the 3,500 estimated by the MOL.

Clearly, one is on uncertain terrain in trying to determine the extent of outward migration even in a single field such as teaching. The MOE is well aware of the difficulty here and is encouraging neighboring governments to go the loan route where the Ministry retains control over selection and can plan for Jordan's needs rather than hiring on a personal contract basis which, in some instances, has resulted in an eleventh hour shortfall of mathematics and science teachers within Jordan. At least some of Jordan's neighbors are willing to heed the MOE's appeals. Saudi Arabia, for example, which hired a mere 52 teachers on loan by contrast to 1,135 on personal contract this year, has agreed to arrange for 800 through the MOE next year.

Whether or not the GOJ generally, paralleling the MOE effort in the case of teachers, will be able to regulate on a bilateral basis the outward migration of workers by level and sector is a moot point. Their seems no doubt, however, that for several outstanding reasons the flow outward will continue at a high level: 1) the ambitious development plans outlined by the oil-rich Arab States require supplementary skilled labor from outside, 2) Jordan's political and economic philosophy presumes a positive response to the needs of her Arab neighbors, and 3) Jordanians are the most sought after foreign workers. Not only are they as a group better trained

and educated than many of their fellow Arabs, they also have the reputation of performing well. What is more, in terms of language, the Jordanian accent is comfortably close to that of Gulf States' and Saudi Arabic. As the Saudis, to cite one example, increasingly spread the modernizing hand into outlying areas, the combination of technical, supervisory, and language capabilities will make the Jordanian indispensable.

1) Potential Labor force

Thus Jordan is in a dilemma, pressed on the one side by the demand for skilled and professional labor to advance her own development plans and on the other by the need to respond affirmatively to requirements for technicians and managers posed by her Arab neighbors. Since the demand on both sides is likely to intensify rather than abate, the way out would seem to lie in increasing the supply. And in the potential for so doing, Jordan is in a singularly fortunate position. In the first place, Jordan's is a youthful population. Current calculations show 51% of the population under 15 years of age with 29% between the ages of 5 and 14. What this means for the labor force is an estimated 75,000 new entrants over the coming five years. Secondly, women represent an important source for additions to the labor force. The current participantion rate for women is low: about 10% of the number of women who could work are working. Moreover, in terms of reliability, so to speak, women would appear to have the edge over male workers: it is assumed that for social and cultural reasons women are less likely to emigrate. A third source of labor derives from the military in the form of retirees and young conscripts who have completed their service. Conscription, which started two years ago, will release to the labor market this year some 3,000 youths around the age of twenty.

2) Employment Requirements and Training

The key to realizing this manpower potential is training, both pre-service training for new entrants to the labor force and skills upgrading for those already employed. A perlexing and challenging question here is training in <u>what</u> skills. What precisely are employment requirements at present in Jordan?

The National Planning Council and the Ministry of Labor have been sharing the task of providing an answer. In a survey of civilian, non-agricultural labor completed in 1976, the NPC forecast shortages

in the technician or subprofessional category where two years of post-secondary schooling are required and at the skilled manual level which assumes the secondary school diploma. More specifically, by occupation, the former includes such jobs as dental assistants, architectural draftsmen, laboratory technicians, and production supervisors, while in the skilled manual group are mine workers, machine operators, printers, electricians, well drillers, plumbers, nurses and midwives.

At the time the survey was completed it was felt that, to a large extent, net shortages in the above areas would be compensated for by shifts out of surplus categories -- professionals taking sub-professional jobs, for example --, by social policies offering incentives to workers to stay in Jordan, by recruitment of additional women into the labor force, and, finally, by a marked increase in training opportunities. To date, according to recent NPC calculations, these events have not come to pass. Shortages continue to be critical at the technician and skilled manual labor levels.

In an attempt to up-date and supercede the 1976 survey, the MOL recently sent out a manpower questionnaire to every factory in the country seeking more precise information by skill category, industrial sector and region on current labor shortages. The results are crucial to the design of future vocational training schemes. Introduction of the modular system, for example, is predicated upon the availablility of a highly refined reading of the overall labor situation. Meanwhile, based on informal data, MOL officials are focussing current planning in vocational education around four general categories of manpower need: 1) electricians, including maintenance people, cable workers, power plant foremen, 2) laboratory technicians, particularly chemists to supply expanding operations in the potash industry, 3) construction workers, including carpenters steel-workers, masons, plumbers, and 4) textile workers to feed a rapidly growing textile industry.

On the agriculture side, to date manpower requirements have been less precisely defined. It is quite clear, however, that skills upgrading for agricultural workers, at present 23% of the total labor force, must necessarily be a key ingredient in current formulas to effect a marked expansion in crop production. In the Jordan Valley, for example, which now accounts for 28% of farm employment, plans call for an increase in cultivated acreage to the point of supporting a doubled population. Quite apart from the demand for non-agricultural services such a development will generate, it implies also training in new agricultural skills -- in the operation and maintenance of farm machinery and irrigation equipment, in extension work, in warehousing and marketing procedures, and the like.

As for the personal services sector, the Ministry of Health, under a USAID funded project, has nearly completed a health manpower survey. This effort to diagnose the total health scene aims 1) to identify precisely the number of health workers country-wide and their specific job functions and thereby to 2) prescribe needs for retraining to meet Jordan's particular health service requirements.

3) Staff Training Plans by Ministry

In addition to writing prescriptions for training nation-wide, at least several Ministries are presently engaged in active evaluation and revision of their own staff training plans. MOL officials, for example, have pinpointed three priority areas where staff improvements are needed: 1) in research: namely, in the compilation and analysis of labor statistics; 2) in the methodology of industrial safety and health standards and 3) in financial skills: specifically, in financial analysis and actuarial skills related to the new social security system. At the MOE, the Planning Committee has now under discussion a comprehensive training plan for its huge staff. In ultimate form, the plan will designate the positions in need of upgrading and recommend the specific type of training appropriate for each. MOH spokesmen have emphasized the need for health planners and health economists as the number one training priority for the Ministry's Civil Service staff. This is apart from a diagnosis of training requirements in the various medical specializations, also under the purview of the MOH which now handles around 60% of health care in Jordan.

C. Jordan's Institutional Capabilities

In shaping programs of overseas study for GOJ personnel, the outside donor must give due consideration to the training capabilities of institutions in Jordan. Overseas study and observation after all, are meant to supplement, not supplant, training opportunities available within the country.

1) Higher Education: The University of Jordan and Yarmouk University

Jordan at present has two universities, the University of Jordan established in Amman in 1962 and Yarmouk University which opened its main campus at Irbid just two years ago. Now proposals are being aired to create still a third institution near Kerak to be called Moata University.

Both the University of Jordan and Yarmouk are described as public, national institutions independent of links with any Ministry or Government agency. Major sources of financing for recurrent expenses and capital improvements are tuition and fees paid in by students, a fixed portion of tax revenues, and contributions from private institutions and foreign donors.

The University of Jordan has undergone remarkable growth in the last 15 years answering the needs of the burgeoning crop of secondary school graduates. When the first classes were held in 1962, there were 167 students, 18 of them women. By 1976-77, total enrollment had reached 6,195 with the female proportion up to 2,332. The most recent figures for student totals with a breakdown by faculty are as follows:

Faculty	No. of Departments	Date of Establishment	No. of Students Enrolled in 1977-78
Arts	7	1962	1622
Science	5	1965	1121
Economics & Commerce	5	1965	1446
Shari'a	2	1971	746
Medicine	2	1971	368
Nursing	1	1972	114
Agriculture	4	1972	306
Education	3	1972	962
Engineering	5	1975	330
Law	1	1978	
Total			7018

(From: The University of Jordan, Achievements and Aspirations, February, 1978)

But enrollments tell only part of the story. While 2,385 students were admitted in 1976, this represented only 6% of the total number who passed the General Secondary School Examination (Tawjihi). A select group indeed, the entering class achieved the following minimum scores on the Tawjihi (listed by faculty):

Faculty	Tawjihi Minimum
Medicine	94.7%
Engineering	92.7
Sciences	85.7
Arts	81.0
Economics and Commerce	79.0
Education	78.0
Agriculture	75.0
Islamic Studies	71.0
Nursing	60.0

(From: The University of Jordan: Facts and Figures, 1976-77)

This ranking, incidentally, also serves as a rough index of the prestige value attached to each faculty.

Obviously, a proper institutional evaluation of the University of Jordan would be a study in itself involving careful weighing of numerous factors. But even a cursory examination of the college catalogue and faculty listing leaves one with the distinct impression that this is a first rate educational institution. Of a total faculty of 724, 232 have the Ph.D. degree and 72 have achieved the Masters degree level. A sampling by Department yields the following: 1) In the Department of Public Administration and Political Science 12 out of 16 faculty members have the Ph.D. or its equivalent, 7 from U.S. universities. One is on leave for Ph.D. study, one is an M.S. degree holder, and 2 have B.S. degrees. The Department will offer a Master's degree program within two years. 2) The Department of Business Administration has 7 Ph.D.s out of a total of 12 faculty members. All 7 received their degrees from U.S. institutions. The other 5 have M.S. degrees, two from AUB, two from the University of Cairo and one from Texas Tech. 3) Thirteen faculty members in the Department of Plant Production and Protection have Ph.D.s, all but 2 from U.S. institutions. Another 7 members have M.S. degrees. Like Public Administration, this Department within two years is slated to begin a Master's degree program. In fact, the Faculty of Agriculture generally has benefitted from a faculty upgrading program undertaken in part at USAID expense. M.S. programs are soon to open up also in the Departments of Animal Production, Soil and Irrigation, and Agrarian Economics. According to a recent report, the Ministry of Agriculture plans to sponsor degree study for 40 of its staff within the University of Jordan's Agriculture Division.

While Yarmouk University is still in its infancy with only 1,500 students now enrolled, development plans envisage a vast institution of some 20,000 students serving not only Jordan but the Arab region as a whole. The emphasis in curriculum is on science and technology; the picture for the future shows faculties of Medical Science, Science and the Arts, Agriculture and Veterinary Medicine, and Engineering as well as a library containing over 500,000 volumes. A faculty upgrading program is now underway with over 100 students pursuing higher degrees in a variety of scientific fields in the U.S.

What the above brief account suggests to the outside donor of fellowships is 1) that almost all undergraduate programs and selected post-graduate programs might be pursued most reasonably at universities in Jordan and, therefore, 2) that the trend toward increased support for professional level grants of the short-term, practical variety is a move in the right direction.

2) Management Training

The Five Year Plan stressed two major concerns on the management side: 1) the need for refresher courses for managerial staff in methods of project implementation and 2) the need for training new personnel at the middle management level where the drain-off to the oil-producing states is particularly serious. Two institutions have been set up to respond to these needs, the Jordan Institute of Public Administration (JIPA) to handle management programs for GOJ employees and the Jordan Institute of Management (JIM) to do the same for the private sector.

JIPA, the older of the two institutions, was originally set up in 1969 with a mandate to organize management training for both the public and private sectors. However, the Institute has had problems in recent years maintaining adequate staff levels for such an ambitious undertaking. Twelve of the core group trained -- many at USAID expense -- specifically for their roles at JIPA had departed by 1977 for positions commanding higher salaries. As a result of such staffing difficulties, JIPA has shifted its focus primarily to the public sector, offering courses and seminars to GOJ employees ranging from top management to clerical aides in such areas as: 1) supervisory techniques, 2) accounting, 3) procurement and supplies and 4) secretarial and clerical skills.

To fill the gap in management training for the private sector, the JIM was established in 1977 under the aegis of the IDB.

Under extremely capable direction, the new Institute is being guided through a staff buildup or "training of trainers" program. This includes an in-country academic program for trainers conducted by an impressive list of instructors drawn from the various Ministries, Jordan University, and the private sector, and a period of overseas training funded by the British Government. The operation is starting small with four trainers in process. By January of 1979, the Institute is scheduled to begin formal, in-service management training courses for private sector personnel.

JIPA and JIM are the chief institutions handling management training across-the-board. There are two additional groups responsible for management in specific fields: 1) the Hotel Management Training Institute under the Ministry of Tourism and 2) the Central Bank's Institute of Banking Studies. Given the need for the training of managers and the fact that both JIPA's and JIM's operations are just getting underway, it appears reasonable for USAID to continue to support certain management training specializations for GOJ personnel.

3) Vocational Education

a) Present Institutions and Future Plans

Vocational education in Jordan is of two basic types. In the first instance, such training is provided by regular educational institutions, the majority under the jurisdiction of the MOE. The level of schooling achieved lies at some point beyond the compulsory nine years of general education (elementary and preparatory stages) yet before the completion of the B.A. degree.

Trade training centers, in a two year post-preparatory school program, provide the lowest level of specialization in the vocational arts. Graduates of such centers are certified as skilled workers and presumably enter the working world. At the next level are the technical secondary schools which produce graduates in the "craftsman" category. While this is the most direct route to a higher vocational specialty pursued at the two or three year technical institutes, it is alternatively possible to enter the latter from either the academic or comprehensive secondary schools. The comprehensive school concept, currently being promoted by the MOE, introduces a style of secondary education combining both vocational and pure academic features. Those students who enter technical institute programs may expect to graduate as certified technicians in any of a number of commercial, industrial, agricultural and services specialties.

The aforementioned institutions -- trade training centers, technical secondary schools, and technical institutes -- provide pre-service training and thus are geared to supply workers directly to the labor force. On the teaching side, there are technical teacher training institutes which at present provide a two year post-secondary program. Graduates become instructors at training centers or technical secondary schools. University level education also supplies instructurs -- the B.A. is a prerequisite for joining a technical institute staff --, but the complaint is often heard that university preparation stresses the technical specialty at the expense of pedagogical skills.

According to figures compiled by the Directorate of Technical Education at the MOE, present enrollment in secondary vocational schools (the 16-18 age group) as a percentage of total formal enrollment of this age group, stands at about 18% for boys and 12% for girls. To respond to actual manpower needs, and, particularly, to compensate for the continued outflow of technicians and skilled labor, Jordan's planners have recommended that these figures be raised to 30% for boys and 20% for girls by 1980. Quite clearly, such a marked expansion necessitates a considerable commitment of resources, both economic -- funding for facilities and equipment -- and technical -- a large staff of trained vocational managers and teachers.

As an alternative to the hierarchy of vocational institutions mentioned briefly above, vocational training is secondarily possible through certain non-formal institutions set up by or for industries. This type of training is in most cases in-service as opposed to pre-service, or, in other words, focusses on on-the-job training for newly hired workers and skills upgrading for long-term employees. Programs include apprenticeship schemes which bring workers to the skilled level and less structured forms of in-plant training directed to the "limited skilled" level. Tow such training centers which are industry specific are the Phosphate Training Center organized by the Jordan Phosphate Mining Company and the Jordan Petroleum Refinery Company's Refinery Training Center.

In 1976, the Vocational Training Corporation was formed to answer the training needs of industry on an across-the-board basis. Set up as an autonomous body, it has had in fact close ties with both the MOE and the MOL. To date, the Corporation has used MOE facilities as the location for its training courses

and its Director has been concurrently head of the MOE's Directorate of Technical Education. While recent proposals for expansion of VTC activities call for a full-time Director, the relationship with the MOE and, especially, the MOL will necessarily continue on the planning side.

With a present staff of ten, the VTC works on a contract basis with industries, primarily in the areas of skills upgrading and apprenticeship. In the case of skills upgrading there is no academic requirement for workers entering the course, only a certain period of experience in the labor market. The apprenticeship course is a degree earning course for which the prerequisite is a preparatory school diploma. The usual program consists of six months of academic or background training combined with a year and a half on the job under the close supervision of VTC instructors.

To reach its goal of training 2000-3000 workers per year and to free MOE facilities for other kinds of upgrading programs, the VTC has recently formulated plans for construction of its own facility, a trade training center to be located midway between Amman and Zarqa. Accompanying staffing needs lie primarily in the "training of trainers" category. First, there is a need to upgrade the skills of instructors already on the VTC staff. Secondly, the Corporation must prepare additional staff -- plans call for increasing staff size to 60 by 1983 -- to teach certain specializations not adequately covered in Jordan's vocational curriculum at present -- in construction skills, textile trades and carpentry, for example. Finally, there is a need for staff training at the management level, most particularly in courses on the management of vocational education.

b) Women and Vocational Training

Proposals for the expansion of vocational programs must pay particular heed to the enrollment of women since, as emphasized above, adding women to the work force -- or, more precisely, bringing women into the category of paid as opposed to unpaid workers -- is a potential means of overcoming labor shortages. An essential first step in devising training schemes for women is to further refine the category "women" into meaningful subgroups: whether rural or urban women, illiterate and poor

[illegible], those women who are currently both housewives and employed outside the home, the younger generation soon to become employable and so on. Quite clearly, "bringing women into the work force" and deciding on fields and methods of skills training involve a wholly different approach depending on the subgroup in question.

Another important aspect to the women and training equation is consideration of where employment requirements and the women as workers concept meet. Realistically, in certain areas of manpower need at present -- in construction skills, for example -- cultural-social, if not physical constraints would make it absurd to offer training programs for women. In areas such as textiles, on the other hand, both pre-service and skills upgrading programs make sense since they would center on crafts traditionally dominated by women workers. Still other fields -- the electrical trade, architectural drafting, electronics -- are non-traditional but not inappropriate for women. Here, especially, there is room for guidance and counseling efforts. These might initially present a range of options to young women graduates of secondary schools who apparently are ripe for such advice. According to figures from the Department of Women's Affairs, 40% of those completing secondary school are women yet only 20% of these go into institutes for further training.

In the present gamut of proposals on vocational education, whether it be improving the vocational content of the comprehensive school curriculum, building technical school facilities or devising in-plant training schemes through the VTC, women are definitely taken into account. One of the most interesting projects in progress directed to women is the Community College scheduled to begin operations in 1979. A coordinated effort of the Moslem Women's Association, the Ministry of Education and the Department of Women's Affairs, the College aims to 1) introduce career training in fields new to Jordan and/or new to women, 2) to set a standard of quality in vocational education at the junior college level, 3) to make available training on a continuing or adult education basis, and 4) to function as a regional training center accessible to other Arab States. Essential to the success of the undertaking is a highly competent faculty and staff -- and here the outside donor might enter the picture with a contribution in the form

of overseas training opportunities. First there is a need to train instructors, not primarily in their technical specialities, but in pedagogical skills. A second area where training, particularly the observational tour, is appropriate is in broadening staff perspectives on the concept of the community college.

D. USAID Strategy for Assistance to the GOJ

The USAID/Jordan Strategy Statement for the coming five years dervices from an evaluation of the GOJ's specific development objectives in light of the general conceptual framework of U.S. foreign assistance. Consideration of these two major factors has produced the following formulation for Jordan: 1) In the "basic human needs" category, disadvantaged groups will be the focus of attention in such project areas as a) supply and distribution of potable water and expansion of sewage systems, b), health, nutrition and family planning, most importantly, development of a client oriented integrated health system, c) mechanisms to increase farmer incomes particularly in the Jordan Valley, and d) human resources development, including vocational training and women in development. 2) A second strategy objective is to contribute to the success of selected GOJ agricultural, industrial and minerals extraction projects with high revenue and/or export earning potential. Specifically, USAID/J emphasis will be on promotion of the potash industry and on the broad-gauged development of the Jordan Valley, including, especially, the Maqarin Dam and Jordan Valley Stage II Development. As a further support mechanism here, USAID has recognized the need to contribute to the training of middle management in appropriate Ministries and specialized government agencies.

III. DESCRIPTION OF PROJECT

A. Purpose

The purpose of this project is to provide training opportunities for GOJ personnel in areas essential to the continued success of Jordan's programs of economic and social development. The project design is intended to be both flexible and well-defined: flexible, in offering a variety of levels/types of training and in delineating general categories rather than specific fields where training is appropriate, thus allowing for new needs to be met during the life of the project; well-defined, in stipulating certain criteria for the selection and follow-up of candidates that will help ensure the participation of top quality people and the fullest possible utilization of their training.

B. Development of Guidelines

Discussions with USAID/J personnel, selected GOJ officials and other donors as well as review of pertinent statistical and expository materials resulted in the identification of three major categories where AID-sponsored training might assist the GOJ in achieving its development goals. These categories are across-the-board in nature rather than sectoral or project specific; that is, they touch upon the success of all projects and programs currently underway under GOJ auspices: 1) manpower development, 2) project planning, analysis, and management, and 3) project maintenance.

1) Manpower development

As demonstrated in Section II.B. above, Jordan is at present a labor deficit country, a situation which seems certain to continue given the projected high levels of demand from the oil-rich Arab States. Thus, of key concern to Jordan's planners is the training of new entrants to the work force, both youth approaching working age and women who may be eligible in terms of age but for a variety of reasons are not employed. Responding to this critical area of need, USAID/J is now initiating a process of identifying and defining discrete projects in vocational education generally, and, specifically, in skills training for women.

While it is too early to comment on the exact shape of these projects, it seems certain that they will focus on development of new facilities -- the training center proposed by the VTC is one likely possibility. The Development Training project might usefully assist here, first to offer pre-project support in vocational education, secondly, to provide continued ancillary support once the projects in question are underway and, finally, to answer needs that lie beyond vocational training per se but still relate to the broader category of manpower development. Participant training programs might contribute to this investment in human resources in the following ways:

1) at the instructional level, in the training of trainers, especially in those fields where the required expertise is not readily available or well-developed in Jordan, e.g., the building trades, nutrition education, management training, accountancy;

2) at the level of administrators and educators, in training courses and observational tours in the management of vocational education, design of community education, educational testing and the like;

3) in providing training in vocational guidance and counseling, with specific emphasis on bringing women into the work force;

4) for the statistical analyst: current methods in assessing manpower availability and employment requirements.

Within the above category the most appropriate type of training would be practical, short term to include especially seminars, conferences, observational tours and specially arranged programs in the U.S. The Mission might also entertain proposals for in-country and third-country training courses where USAID's primary function would be assisting in administrative arrangements and selection of participants. In the case of in-country training, the Mission might, in instances where the GOJ has identified a special need, supply the services of an expert brought to Jordan under the Technical Services Grant as director of a short training seminar or to join in a course already underway within a Ministry or other government agency. The GOJ would bear responsibility for funding of local arrangements for such a program.

2) Project Planning, Analysis and Management

With a multiplicity of development projects currently underway, the GOJ continues to have a crucial need for those with professional managerial skills. In part, as mentioned in section II.C. above, training at this level will be expected in future to be provided by such institutes as JIPA, the newly formed JIM, and the Central Bank's in-service course. To supplement and support these efforts in upgrading skills the Development Training Project will offer overseas training opportunities both of the short term, practical variety and for qualified candidates to work on the M.A. degree. Occasionally, in-country and third-country courses might be supported under the conditions mentioned in section III. B.1) above. Examplesof training programs within this category are:

1) financial analysis: governmental accounting, programming and budgeting concepts, procurement and contracting procedures

2) health planning

3) social soundness analysis

4) women in development

5) environmental assessment

Actual courses may be related to a specific sector --"Agricultural Capital Projects Analysis", for example -- or more general in nature -- " Project Analysis and Management", Management of Development Projects" and the like.

3) Project Maintenance

This category essentially derives from categories 1) and 2) but differs in 1) having more of a specific project orientation and 2) allowing for more highly specialized and technical training programs identified as necessary for the on-going success of key GOJ development projects. Project maintenance, that is, allows for certain skills requirements not included in initial project planning but later demonstrated as essential to the continuation of a project beyond the specified period of U.S. funding. Here again, the emphasis should be on practical, short-term courses though consideration might be given to aspirants to Master's degree programs.

In sum, the above categories represent priority areas where training opportunities should be offered and will function as guidelines in the determination of appropriate study programs and qualified candidates. Training, for the most part, will be in the form of practical, short term courses either in the U.S. or, as initiated by the GOJ or USAID/J, in Jordan and countries in the region.

By short-term is meant courses of at least two months duration. Only occasionally will programs be arranged for less than two months and such training will be limited to key GOJ officials whose responsibilities impinge directly on the implementation of AID-assisted projects. Likewise, at the other end of the scale, programs of more than 12 months will be uncommon and appropriate only where an equivalent degree is not offered by a host country institution. In the first year of the present project, USIAD/J proposes to finance about 35 Jordanians for practical programs in the U.S. and about 6 for long-term, academic training. About $50,000 is to be applied to in-country or third-country programs. In all cases described above, special consideration will be given to qualified women candidates.

C. Selection Process

1) Evaluation of Course/Program Offerings

a) The USAID Training Officer will make available to Project Committee Chairmen and the NPC, copies of the Development Training Guide as the standard core of courses to be supplemented by those program announcements received on an occasional basis.

b) Program and course annoucements from U.S. and other institutions will be evaluated periodically by USAID project committees and given a priority rating in accordance with the basic guidelines outlined above. Recommendations for training initiated by GOJ Ministries/Agencies or by USAID personnel (for in-country/third-country training for example) will be included for consideration insofar as they fit the said guidelines.

c) On a quarterly basis, the USAID Training Officer will inform the NPC of the current training budget and will prepare for that agency to distribute to the various Ministries/Agencies a combined announcement of courses derived from project committee recommendations and arranged by sector.

2) Criteria for Selection

a) Candidates nominated for training must possess adequate English language skills to pursue the program in question and, if required, must demonstrate those skills through formal testing.

b) Preference will be given to those candidates who have not taken part previously in training programs outside Jordan.

c) Candidates must meet course/program prerequisites.

d) As part of the application for training, the Ministry/Agency must submit (1) the nominee's curriculum vitae and (2) a supporting statement demonstrating in detail how the proposed training fits in with an overall staff training plan or a specific project training plan of the nominating agency and, where appropriate, what has been accomplished through past training funded by USAID/J.

3) Review

a) Nominations of candidates for training must be submitted to the NPC for initial review.

b) The NPC will forward applications to USAID for further evaluation and rank ordering. If applicants are in areas directly related to USAID projects the appropriate project committee will be consulted on review and selection.

c) Candidates will have an interview with the USAID Training Officer (and appropriate USAID technician, if applicable).

d) A final selection of candidates will take place at a joint meeting of USAID and NPC personnel. Thereafter, USAID technical divisions, if appropriate, will make additional recommendations regarding the implementation of the training and supply other relevant information for preparation of the PIO/P.

D. Follow-Up

1) All returned participants are expected to visit USAID to discuss training experience and recommendations.

2) The NPC will undertake to report periodically on the returnee's professional activities as part of a project to evaluate effectiveness of training.

3) An acute problem for Jordan's planners has been the outflow to the Gulf States of both skilled workers and highly trained professionals. Judging from current inflationary trends in Jordan and vastly superior wage offerings in the Gulf States, it would seem that Jordan will continue to represent a skills reservoir to be tapped from the outside. Evidence in section I.A.4) suggests that the overseas trained are not immune to such salary attractions and may leave their posts despite the obligation to repay the GOJ the amount spent on training. Given this pitfall -- that is, that the returnee might not in the long term utilize his newly acquired skills for Jordan's benefit, though he may be contributing regionally -- it becomes imperative that the participant's training be maximized immediately upon his return. Towards this end, USAID/J and the GOJ will explore means to engage the returned participant in such professional activities as lectures, seminars and preparation of materials for publication thereby to effect a rapid transfer of newly gained knowledge. In support of programs of this kind, the GOJ will provide local staff time and funding as necessary. Seminars and lectures might be held at existing facilities as appropriate: the Certification Directorate at the Ministry of Education, the Royal Scientific Society, the Jordan Institute of Management, to name a few. It is hoped, further, that from these occasional programs might emerge a more broadly conceived professional society of all foreign trained Jordanians, functioning both as a vehicle for the dissemination of new technologies and as an organized pool of consultants and advisers readily responsive to the GOJ's needs in a variety of fields.