

PD HAE641

*File Oman
Vocational
Project*

Final Report

DATE SUBMITTED: December 17, 1981

CONTRACT NO. NEB-0101-C-00-2004-00

Project Number 272-0101, \$11,000

Omani-American Joint Commission

Vocational Training Study

Robert G. Johnson
Contractor

FOREWORD

Special acknowledgement should be made of the assistance provided by the Omani-American Joint Commission. The United States Representative, Mr. Chester Bell, insured that the work in Oman was efficiently organized, the relevant people contacted, and background information provided. His unflagging assistance was provided in spite of a work schedule that exceeded 60 hours a week.

The report could not have been completed in the prescribed time period without the invaluable help from Mr. Ali Hassan Ali, Director General for Vocational Training in the Ministry of Social Affairs and Labor. Not only did he provide much of his time in conversations and meetings, he also reviewed the entire report. His comments and corrections were incorporated wherever possible. The final responsibility for accuracy, however, still rests with the author.

The Statement of Work described in Article I of Contract NEB-0101-C-00-2004-00, is repeated below. The report follows the outline stated in the Scope of Work.

"A. Objective

The objective of this contract is to assist the Government of Oman in examining their vocational training system and exploring the feasibility of a mobile training center program with the possibility of involving the Omani- U. S. Joint Commission.

B. Scope of Work

The Contractor will:

1. Observe and assess Oman's system of vocational training through Ministry of Social Affairs and Labor training centers. Site visits will be required and will be arranged by Director General of Vocational Education.
2. Explore whether other means of vocational training are in existence, e.g. any programs of technical ministries. Assess such other systems in brief and for purpose of seeing possible areas of overlap with Ministry of Social Affairs and Labor training centers.
3. Assess feasibility/advisability of instituting a system of rural vocational training through mobile training centers.
4. Explore whether A.I.D.-Peace Corps collaborative effort would be appropriate in this area.
5. Should the data warrant, outline a project for Joint Commission support, i.e., commitment to a particular training center as described in Muscat 3270 or a program of supply/staffing mobile training units.
6. Draft materials which would provide the basis for a project paper."

INTRODUCTION

VOCATIONAL TRAINING IN CONTEXT

The Statistical Year Book for the Sultanate of Oman (1980) traces educational statistics beginning for the 1969/70 school year. At that time there were three government schools in the Sultanate. All three were primary schools for boys, and the total enrollment was 909. These facts have implications for all else that follows in this report.

The school system of Oman follows a 6-3-3 pattern, with the first six years being primary education, followed by three years of Preparatory School, and three years of Secondary. Vocational training, a part of the Ministry of Social Affairs and Labor, follows primary education, and is for three years.

No schooling in Oman is compulsory, though the normal entry age is at six or seven. This is a recent development. When schooling first became available several years ago, many of the entries were older.

With Arabic the sole language of instruction for the first nine years, the great majority of teachers come from Egypt and the Sudan, with some from Pakistan. The government is now training some of its own primary school teachers in specialized streams within the secondary system, and has approximately 250 students in a Teacher Training Institute.

A government-administered examination at the completion of grade six determines whether or not a student will be eligible to pass on to the Preparatory Schools administered by the Ministry of Education, or will go elsewhere. A pass on the examination does not mean that a child will exclude vocational training.

The Ministry of Social Affairs and Labor is responsible for vocational training. A sharp distinction is made between the use of the words education and training. The former is used to describe what goes on in the Ministry of Education. The latter applies strictly to training that is oriented towards employment and is the responsibility of the Ministry of Social Affairs and Labor.

I. OBSERVATIONS, ASSESSMENTS OF VOCATIONAL TRAINING

A. Five Vocational Training Centers (VTC's) are operating in the country. Two of these are in the metropolitan area around Muscat. Seven other centers are proposed in the 1981-85 Five Year Plan. Two of these are due to open in 1982.

Overall policy has been proposed by "The Council for Education and Training":¹⁾ On November 29, 1979, this Council made 17 recommendations for all stages of education and training, including primary, preparatory, secondary, higher and university education, and vocational training centers. Attachment A contains the recommendations. Of particular interest to this report is

1) Not to be confused with the Consultative Council, a body independent from the Council of Education and Training.

recommendation number 8, which states that acceptance for the preparatory stage (grades 7-9) should be governed by the need for human resources, thus establishing the need to channel students into the Vocational Training Centers (VTC's) and to provide Mobile Training Centers for those in the rural areas (implied) who do not continue schooling.

Recommendations 13-17 deal with particular problems of VTC's, such as establishing suitable financial incentives for students, articulation of general education students, designation of highest priority trades, projection of new schools, and the appointment of the Ministry of Social Affairs and Labor as the responsible body for coordinating training centers of the various Ministries.

The recommendations of the Council were ambitious, covered all the stages of education, but fell victim to upward projections for VTC's. In less than two years the total number of planned centers changed from 5-12; construction has been completed on 4 new centers. These, plus Darsait, make a total of five. Two are under construction. The Ministry plans to build the other five, unless forced to cut back to three by financial constraints. In that case an attempt would be made to introduce boarding facilities to accommodate trainees from a broader geographical base.

Included in the 1981-85 Five Year Plan is a Higher Vocational Training Center. This is to begin where the VTC's now end. It is understood that the U.K. will help develop this center.

The two centers in the capital area, Darsait and Seeb, were visited. Darsait is the only VTC to have been in operation long enough to have graduated a class. Their initial intake was in 1973, with students averaging (mean) somewhat over 17 years of age; the mode was 16. In 1980, the mean for students entering was slightly over 15, and the mode was 13. Before levelling off, it is expected that the typical entry age will be 12, with graduation at 15. One of the principal reasons, in the first instance, for having a VTC begin at the post sixth grade level was to get people into skill level training as quickly as possible. Inasmuch as a system starting from nothing is likely to have high average age cohorts in the early stages, the policy resulted in getting students rather quickly, and at more mature ages than is usually encountered.

Both centers are equipped with extensive machine tools for building trades, electrical, mechanical, and automotive--the four broad trade categories. In addition, there is a commercial stream. The pattern for entry is 120 students per year, making a possible total enrollment of 360. In fact, the dropout rate by the end of the first year is 20%, leaving approximately 96; from 5 to 10% drop out after the second year, finally leaving approximately 80-90 to finish after 3 years. The first year is general training for all students; the second year is vocationally oriented in various fields, while the third year is narrower specialization. Class size is limited to no more than 20 students. In fact, classes observed were closer to 12.

The third year has a day release component. The results have not been totally satisfactory. For instance, students in the commercial stream assigned to work in a bank for four months, found it difficult to keep the discipline of set hours. The tyranny of the clock was a new experience, and not a particularly happy one.

The centers, of course, are new. They are spacious and equipped with machinery not usually found at the 7th through 9th grade level, both in terms of quantity and complexity. Class sizes are small; conventional teaching methods are used; materials and supplies are adequate; the principals consider themselves well supported by the Ministry. Students are transported to and from school, or live on the premises, receive a snack each morning, and the equivalent of three dollars a day as an incentive to attend the center. With 160,000 expatriate employees in the country, and growing government services that require more people, employment would not seem to be a particular concern of the graduates. However, the dropout rate is still considerable, in spite of the incentives.

As mentioned, there have been few graduates. The system of follow-up has been to ask those who have left to inform the Ministry as to where they are and what they are doing. A career guidance program, combined with placement, is being planned. The Ministry of Social Affairs and Labor now gives a graduate a letter to be used with either a private or public sector employer. While it is anticipated that most students will prefer

employment with the government, that is not certain. Beginning salaries with government would be approximately \$525 per month, plus housing allowances that would include all utilities, bringing the total to approximately \$675. There is no requirement that private sector employers pay any particular salary. In any case, on a cost/benefit analysis the training has a very high payoff to the student - if it is accepted that the alternative would be a lower subsistence level existence.

As to the costs of training to the government, the Ministry estimates approximately \$3,600 per student per year in the recurrent budget and \$1,400 in capital and depreciation costs.

It should be noted that when the VTC's were first proposed, it was not thought that they would be permanent features, rather institutions with the responsibility for providing limited pre-employment training. The government, however, later decreed that the centers would be permanent.

The system is still evolving, and that applies to curriculum development, syllabi and relationships to prospective employers. So far, however, two apprenticeship scheme committees have been established that involve the cooperation of users (employers) and suppliers (centers). Four committees of occupational classification have been established in Catering, Banking, Automotive and Construction to establish a labor classification system. This involves close coordination with the Directorate of Vocational Training, Ministry of Social Affairs and Labor. The process of describing specific skills and establishing corresponding training has not yet proceeded to the point of formalized committees advising

on courses. Rather, syllabi have been prepared based upon the best assessment of need, and refinements are made as deemed necessary. Plans also have been made for Testing Committees. In consideration of these problems, the Ministry is also acting as a resource for others in government, as well as the private sector.

In addition to the day classes, the VTC's are involved actively with evening classes (from 4:30 to 8:30 P.M.). A total of 1,000 employees are now engaged from both the private and public sectors, and are attending classes in both the trades and commercial subjects. So far, these classes have been prepared to meet the particular needs of the students and their employers. Also, there are approximately 100 apprenticeships in the automotive and building industries in both on-the-job and off-the-job training programs.

In terms of encouraging the private sector to train Omanis, there is a somewhat complex formula that places a levy on employers having a workforce of more than 50 employees. Rebates from the levy are provided in accordance with the amount of training offered for Omanis. However, it is never reduced to zero. The rebate does change, however, in accordance with the cost of training being provided, and out of the country training is possible. The levy has been in effect since 1973, the rebate measures since 1978. The above may, or may not, be related to instruction at the VTC's.

B. Assessment

For the two VTC's opening in 1982, the Omanis have discussed with the Germans and the Omani-American Joint Commission the possibility of cooperating in the operations of the training centers, or in some other fashion to be agreed upon. The Germans have agreed to assist (as of mid November), and one of the purposes of this report is to make an assessment regarding U.S. participation. Given the obvious requirement for skilled manpower in Oman, the question of American participation in vocational training to all practical purposes can be reduced to a series of considerations relating to what form(s) of cooperation, if any, would be most beneficial.

American assistance projects around the world have not been notably successful in vocational institutions at the junior high school level equivalent in the "formal" system, and where instruction is in a language other than English. There is no particular reason to believe this would be an exception. On the basis of studies made by other non-American investigators in various countries, there is reason to believe that the so called "nonformal" education system is more productive than the "formal" in training skilled manpower. To the extent that the elements of "nonformal" education can be introduced into the VTC's, the likelihood is increased that the product, i.e., the trainee, will be more eagerly sought by private enterprise. On the basis of visits to various enterprises, there is reason to believe that the employers in Oman support that belief. It follows, then, that the Omani-American Joint Commission, through

providing consultant and other services, can promote wider understanding of employer group attitudes, what happens to VTC graduates, their aspirations, relevant teaching techniques, the relationship of English to employment, etc. Such services would be more immediately useful to the Directorate than supplying personnel to any particular VTC. Study of such an approach is recommended to the Directorate General and the Joint Commission. Such suggestions are made in a draft Project Identification Document (PID) that accompanies this report.

It has been a strong impression that most of the graduates from the present system will be entering government employment - for reasons of salary, prestige, language, age, and level of training. It is understood, however, that the VTC's have responsibilities for providing manpower to the private sector as well. Steps to realize that goal are understood to be a principal consideration of the Directorate. It is realized that the VTC's likely will be evolving into new roles, and it is even probable that in several years the entry level will be higher, the intake older, more evening classes (adult education) will be in operation, and other changes will be made.

II. OTHER MEANS OF VOCATIONAL TRAINING

The system of private sector training, involving levies and rebates has been described above. It has also been noted that public and private sector groups use the VTC's for special evening classes. In addition, the Ministry of Social Affairs and Labor has a coordinative responsibility for training within

the government. This insures a maximum understanding of on-going activities and can serve to reduce duplication. Those training programs of particular note include the following:

Port Services Corporation (on-the-job training)

Oman Flour Mill (on-the-job training)

Ministry of Health (Nurses, Paramedicals)

Ministry of Communications (Technical)

Ministry of Justice (Judges)

Telephone Company (Technical)

Institute of Public Administration

The Ministry of Health has been operating a Nursing School since 1971, when responsibility was assumed from the American Mission. In early 1982, nursing will be integrated into a new Health Institute, a facility that will be used to train such personnel as X-Ray technicians, public health specialists, physiotherapists, and lab technicians. Instruction for some of these specialties may not begin for several years for a combination of reasons, including the economics of offering an extensive training program for only a few students.

The Director of Education and Training at the Ministry of Health²⁾ has overall responsibility for the management of the program, i.e. procurement of equipment and teaching aids, staff requirements and recruitment, student selection, and curriculum.

2) Visited November 17, 1981, with the Director, Dr. Hashim M. Alkindy, Mr. Bell, and Mr. Johnson.

In terms of student selection for the nursing program, the Director keeps impressive statistics. From the previous year, there were 90 applicants (62 male, 28 female) for the June intake; 62 took the examination (37 male, 25 female); 60 (35 male, 25 female) came for interviews; 26 were accepted; (14 male, 12 female), supplemented by one additional male and three females, providing a class entry of 30 students, equally balanced between male and female. The total number of students in nursing is 120. The other programs are in the organizational stage.

The curriculum is for 3½ years, with English the principal subject for the first year. As training progresses, 70% of the time is finally spent in the hospital (in the same compound as the Health Institute). The students are given a special allowance; for those living off-the-site, it is \$360; for those living in the dormitory, it is \$240. Nursing is not well accepted as a profession in Oman, so the monetary incentive is necessary to attract students. At the same time, the Director does not want individuals whose primary interest is a generous stipend! The interview, examinations, and allowances are meant to bring about the desired balance between competence and dedication.

The largest single employer (excluding government) is Petroleum Development Oman (PDO). This quasi governmental organization has its own program of internal training courses. The Director of Training³⁾ has prepared a "Procedure Guide and

3) Mr. Sadiq Said, visited in his office November 17, 1981 with Mr. Bell and Mr. Johnson

Programme of Internal Courses, 1981", which provides a description of the technical and non-technical courses offered by PDO. Of the student enrollment, approximately three fourths are newly hired, the other quarter are in-service. The general pattern has been one year of instruction in Oman, followed by two abroad (in the U.K.), and another year of on-the-job training back in Oman. Because of a bewildering array of external examinations, certificates, and diplomas, changing allowances for each year of study, and differences between students working for the company and others joining it, the serious investigator is referred to the 60 plus page Procedure Guide. Of particular significance are the following:

1. The training allowances provided by PDO are the most attractive in Oman.
2. The wage scale for workers is the highest.
- 3, The working hours are the longest, and in the most isolated conditions.

For approximately 80 places this year there were over 400 applicants. Training is provided at post 9th and 12th grade levels. English is the language of instruction; instructors are recruited principally from India (and one has a Ph.D.).

There are two training centers; one is at Mina al Fahal (opened in 1972 for higher level skills), the other in Fahud (since 1975). Full time trainers number 27. Mathematics, physical sciences, workshop processes and materials, engineering drawing, engine technology, communication, refrigeration, are a sampling of course offerings.

The Director of Training, with regard to his program, emphasized the following two points:

1. English is the language of instruction, and will remain so. Therefore, if the Vocational Training Centers were taught in English, it would make it simpler for PDO to recruit graduates.
2. PDO would like to work out agreements with the government to use PDO instructors in VTC facilities. This could result in providing highly qualified staff to a VTC, and PDO would gain physical space and equipment.

Inasmuch as the above two points have wide ramifications and possibilities, it is sufficient to note here that a dialogue between PDO and government could very well result in actions that would be beneficial to both parties. PDO is concerned directly with employment and production. They also have a highly trained teaching staff. The VTC's have space and are well equipped. A history of cooperation between the VTC's and employers already exists. At the end of each year the Darsait Center solicits companies for nominees in both technical and non-technical fields for evening sessions. PDO has sent employees to the courses.

The contractor for the Highway Maintenance Training Center, a responsibility of the Ministry of Communications, is Dar al-Handasah Consultants.⁴⁾ This firm has the dual responsibility for maintaining the highway system, and training Omani personnel to do certain of the maintenance tasks. Through a loan from the World Bank, a Road Training Center recently was constructed.

⁴⁾ Visited November 14, 1981, Mr. Salameh Khoury, Sr. Engineer for Dar al-Handasah Consultants was the contractor representative. Also Mr. Bell and Mr. Towery, Omani-American Joint Commission and Mr. Robert Johnson, Consultant.

Beginning in March or April of next year, Dar al-Handasah will commence training at the Center under a 3 year support loan from the Bank. From 700-800 Omanis will receive on-the-job training in equipment operation, mechanics, and road maintenance. Inasmuch as most of the workers are not able to read or write, some literacy training will be provided. Otherwise, upgrading or retraining will be the major tasks over the three year period. Instruction will be in Arabic and some audio-visual teaching aids will be used. The contractor would like to procure more audio-visual materials to supplement the program of instruction.

To date, the VTC's have not been a source of employees for Dar al-Handasah. However, the firm is planning to make contact with the Darsait Center in the near future.

For the above, as well as other organizations, the VTC's are expected to play a "feeder" role, providing employees with the most basic vocational skills.

The Ministry of Justice operates an Institute for the Training and Preparation of Judges, with more than fifty Omanis in training. Their curriculum consists of: Islamic jurisprudence, the teachings of the Koran and the sayings of the Prophet, which comprise the basis for Oman's legal system. Upon completion of their training, the judges will serve in the growing number of Shariah courts. About 50 in number at present, the courts deal with both criminal and ordinary justice.

Fully equipped houses and attractive salaries are provided the judges in the provinces to which they are assigned.

Elsewhere in the government, the Ministry of Education operates secondary schools with agriculture, teacher training and commercial studies.

III. ASSESS FEASIBILITY/ADVISABILITY OF INSTITUTING A RURAL VOCATIONAL TRAINING THROUGH MOBILE TRAINING

The Council for Education and Training (approved resolutions of November 29, 1979) proposed that three mobile units be provided for vocational training. The courses at training centers would be between three and nine months. No further detail was provided, except to note that the training programs could help school leavers join various productive activities.

The Second Five Year Plan, 1981-85 reaffirms the commitment of three mobile vocational training centers for agricultural rural industries and fisheries as important activities.

The Ministry of Social Affairs and Labor has requested the Omani-American Joint Commission to consider mobile training centers as a project.

The Director General of Vocational Training and his staff indicated that before Mobile Training Centers could be established they would need assistance in making a study that would address such basic issues as the following:⁵⁾

What are the requirements? for fisheries? handicrafts, agriculture and animal husbandry?

Where? What locations?

What implementation methods?

5) At a meeting November 12, 1981, attended by Director General of Vocational Training, Mr. Ali Hassan Ali; Director General of Human Resources Development, Mr. Moshir Mohammed Muneed; Adviser

The principal concern was helping rural people already working, but who needed services brought to them either directly, or as part of a more comprehensive training unit. Who was to do it was not important, rather that it be done.

Clearly, it is a matter of considerable importance to the Government of Oman to provide assistance for those living and working in the rural areas. Mobile Training units have been advanced as a reasonable way of helping.

Participation by the Joint Commission in a study of the training needs of rural people would be both possible and useful. The development of baseline data questionnaires, application of sampling techniques, and technical proposals for the methodology(ies), i.e., of information transfer by foreign experts, when complemented by Omanis with the requisite cultural and language capabilities, could quite possibly result in an activity.

IV. EXPLORE WHETHER A.I.D - PEACE CORPS COLLABORATIVE EFFORT WOULD BE APPROPRIATE IN THIS AREA

A.I.D. - Peace Corps cooperation certainly is appropriate in the implementation of activities where the Government of Oman believes such services to be useful. At this juncture it is premature to propose any particular collaborative effort. Essentially, it is a factor that should be kept in mind for future consideration. The Peace Corps Director in Oman has been aware of this study, and will be kept informed and his views solicited where advisable.

V. SHOULD THE DATA WARRANT, OUTLINE A PROJECT FOR JOINT COMMISSION SUPPORT, I.E., COMMITMENT TO A PARTICULAR TRAINING CENTER AS DESCRIBED IN MUSCAT 3270 OR A PROGRAM OF SUPPLYING/STAFFING MOBILE TRAINING UNITS.

VI. DRAFT MATERIALS WHICH WOULD PROVIDE THE BASIS FOR A PROJECT PAPER

Rather than addressing V and VI (above) as separate entities, it has been agreed between the Joint Commission and Contractor that a Project Identification Document format would be more useful. With the first four sections of this report providing basic information, the PID follows.

VOCATIONAL TRAINING SYSTEMS DEVELOPMENT
PROJECT IDENTIFICATION DOCUMENT

Compared to most other countries in the early stages of technological development, Oman is much better off financially but far poorer in trained manpower. It is the orderly development of trained vocational/technical manpower through enhancing the effectiveness of the Directorate of Vocational Training that is the subject of this PID. "Vocational Training Study", submitted to the Omani-American Joint Commission, and to which this document is attached, provides essential background information.

1. Project Description

(a) Background

Ten years ago there were three governmental primary schools for boys in Oman, with an enrollment of 909. That was the educational system. In 1981, there are 373 schools and 106,932 pupils. There is also an expatriate labor force estimated at 160,000. The Government of Oman has established a set of long-term and short-term targets and policies to confront the many issues facing the country. The development of human resources has a high place in both strategies. Among 11 goals established for the Second Five Year Development Plan 1981-85 is the following:

"9. To expand, substantially, the net-work of vocational training centers as an essential base for developing local manpower. The plan envisages the creation of a number of these centers in regions other than the capital area and to orient their training programs to suit traditional productive activities in those areas."

In fact, the government is now operating five Vocational Training Centers (VTC's), two will be ready to open in 1982, and perhaps five^{a)} more (including a Higher Vocational Center) by 1985; in addition three mobile training centers have been proposed.

The Omani-American Joint Commission has identified vocational training as an area where United States cooperation would be useful. The Ministry of Social Affairs and Labor, particularly through its Directorate General of Vocational Training, has discussed assistance with the Joint Commission. The result is the proposed project, Vocational Training Systems Development.

(b) Description

At the outset of discussions with the Joint Commission, the Directorate expressed an interest in having U.S. vocational training specialists work directly in one of the planned VTC's. However, in a context where actual school instruction is necessarily in Arabic, and the administrative and teaching staffs of the VTC's are all expatriate, it was felt that American assistance would be better attuned to assisting in the development of vocational

a) The exact number may change slightly

training functions at the national level. Also, a number of particular institutional needs have been identified, most of which lend themselves to treatment as follows:

(1) Technical Assistance

The Directorate General of Vocational Training has identified particular needs for such short-term technical assistance as the following:

- Development of such new teaching techniques as competency-based learning materials (teachers guides);
- Development of audio-visual teaching devices;
- Establishment of a system of making tracer studies of graduates of VTC's;
- Development of vocational guidance informational materials;
- Development of questionnaire surveys to determine interest of rural people for mobile training;
- Development and implementation of a management analysis of the Ministry.

To assist in the coordination of services (above) and to assist in the overall process of vocational training, one long-term advisor will be resident in Oman.

(2) Participant Training

Five groups of short-term U. S. and/or third country visits to observe operations concerned with mobile training units and/or vocational training (formal and nonformal); one long-term training grant for a senior position in the Directorate.

(3) Commodities

The emphasis is on research and studies emanating from technical assistance. Reasonable and necessary supplies, materials and teaching aids will be provided for each technician and procured through the contractor.

(c) Beneficiaries

The direct beneficiaries would be those at the national level who participate and learn from the various activities of the project. The indirect beneficiaries would be the children who receive improved training as a result of the project inputs.

(d) Other Donors

From the United Kingdom there are several advisors working in the Directorate. Training, planning, and coordination of other British expatriate staff (7 experts anticipated in all), as well as administering particular schools are principal tasks of the principal United Kingdom advisors.

The Germans have agreed to assist with the operation of one of the VTC's (early in 1982).

The IBRD is providing two experts in manpower planning, with short-term assistance for other related technical studies. The Government of Oman pays for the services. Discussions have been held between A.I.D. and the Bank, and plans made to continue a dialog. Every effort will

be made to insure that the activities undertaken by one or the other organization will be coordinated.

The VTC's are staffed and administered principally by Egyptians and Sudanese.

The Director General coordinates assistance from other donors and insures that there is not duplication of function.

(e) Issues

Three issues are identified as follows:

(1) The project will be administered through a contractor by the Omani-American Joint Commission. The rules, regulations and many of the policies of the Agency for International Development (A.I.D.) place legal - and other - requirements on a Mission staff. These are unavoidable. This project is one of several being developed by the Joint Commission. Staffing is an unavoidable issue.

(2) While work in English can be accomplished with no difficulty, the language of instruction for all VTC's is Arabic. It is unlikely a Contractor can recruit staff fluent in Arabic.

(3) Clearly, counterpart staff will be limited. This will have to be taken under consideration when planning specific activities.

2. DAP

Not applicable

3. AID Policy Issues

None

4. Estimated Project Costs (Life of Project: 30 months)

Technical Assistance

30 mm long-term assistance	\$ 600,000
48 mm short-term assistance	1,000,000
Training	150,000
Commodities	-----
TOTAL	<u>\$1,750,000</u>

The above includes the cost of contracting; it assumes certain basic local costs, e.g. housing, clerical, transportation will be provided by the host government. Inflation estimates are included in the above.

5. Project Paper Strategy

Upon approval of this PID, AID/W or contract assistance will be requested for the preparation of the Project Paper. Early in 1982 is the preferred time, and depending upon PP requirements, from two to four weeks of services will be needed.

6. Initial Environment Examination

This project is not likely to have any effect on the environment.

**PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK**

Date of Report: _____
 From: _____ to FY _____
 Title: _____
 Date prepared: _____

Project Title & Number: **Vocational Training System Development**

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>To increase the Omanization of the labor force.</p>	<p>Measures of Goal Achievement:</p> <p>More Omanis replacing expatriates in the labor force at higher skilled positions.</p>	<p>Government statistics (from the Development Council and Manpower Planning Unit)</p>	<p>Assumptions for achieving goal targets.</p> <p>That the government wishes to replace expatriates with Omanis.</p>
<p>Project Purpose:</p> <p>To enhance the effectiveness of the Directorate of Vocational Training.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <p>A system in place which is demonstrably more responsive to private and public sector needs for trained manpower.</p>	<p>Surveys of private and public sector employees.</p>	<p>Assumptions for achieving purpose:</p> <p>That the government wants a more efficient system to provide trained manpower and will commit the necessary resources.</p>
<p>Outputs:</p> <p>Surveys, studies and analyses providing basic information,</p>	<p>Magnitude of Outputs:</p> <p>Operational and policy recommendations in such fields as management analyses, tracer studies, competency based learning systems and mobile training activities.</p>	<p>Revised systems(s) in place.</p>	<p>Assumptions for achieving outputs</p> <p>That the Ministry of Social Affairs and Labor will give full consideration to the surveys and recommendations.</p>
<p>Technical assistance, training grants, supplies and materials.</p>	<p>Implementation Target (Type and Quantity)</p> <p>30 man months long-term assistance; 48 man months short-term T.A. 1 long-term trainee 5 Third Country Training visits</p>	<p>Services and training provided as scheduled.</p>	<p>Assumptions for providing inputs</p> <p>That the technical assistance and training were appropriate for the project obligation.</p>

Date Rec'd: _____
 (1971)

6.6

APPENDIX A

APPROVED RECOMMENDATIONS ON EDUCATION AND TRAINING
BY THE COUNCIL FOR EDUCATION & VOCATIONAL TRAINING

GENERAL PRINCIPLES FOR ALL STAGES OF EDUCATION & TRAINING :

Recommendation - 1 : The Council recognizes the necessity of establishing policies for Education and Vocational Training according to the needs of the national economy and human resources. Their responsibility extends to the types of Education and Vocational Training provided and to the number of students and trainees that should be accepted in each type of Education and Vocational Training and at each of the Primary, Preparatory and Secondary stages. It is therefore necessary, that the entrants to Education and Vocational Training should be positively guided to specializations that provide employment opportunities for them in various productive activities, to specify the appropriate numbers of students to be enrolled in each stage and branch of Education and Vocational Training and to specify the corresponding expansion of schools and vocational training centres to meet these needs.

Recommendation - 2 : The Council recommends that the Ministry of Education and the Ministry of Social Affairs and Labour, being the Ministries specialized in the supply and demand of human resources, should propose the numbers of students to be accepted at each stage of Education and Vocational Training in the period up to 1985 in accordance with the Council's general policy. Such proposals are to be put before the Council for discussion and subsequent recommendation. The Council also recommends that on the approval of proposed student numbers of each stage of Education and Vocational Training the acceptance of students should be based on the merit and the examination marks that the student obtains in the transition from one stage to the succeeding stage.

Recommendation - 3 : The Council recommends that the general education programme should be related to the local environment according to the productive activities in the various geographical regions and that such a relation should commence at the 5th grade primary level. The Council believes that this objective could be realised, without incurring high financial burdens and using the capabilities already available, through visits and field training in the particular regions, the preparation of projects etc. on the productive activities available in the particular regions, and in guiding the development of hobbies related to these activities.

Recommendation - 4 : The Council recommends that education should continue to be optional rather than compulsory since the present optional system has produced good results in previous years. To try to introduce compulsory education would give rise to financial and administrative burdens and could lead to social difficulties without producing any conspicuous results.

Recommendation - 5 : While recognizing the importance of general education at the primary and preparatory level, the Council confirms that the impending economic conditions emphasize the need for vocational training at all stages.

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Thus there is a need to expand the vocational training centres according to the country's needs and with specializations which reflect the country's manpower requirement. Students who successfully complete the primary stage of education should be guided towards vocational training and suitable centres should be provided to increase the enrolment in vocational training. It is important that these centres should not be regarded as a residue for students who do not join general education and therefore a respect for manual work should be encouraged in all aspects of the national policy. This respect being reflected in determining grades and salaries by various organs of information.

PRIMARY AND PREPARATORY STAGES :

Recommendation - 6 : The Council recommends the re-adoption of the primary certificate examination as the system provides better opportunities for those who do not continue their general education beyond this stage. Equally it provides a suitable machinery for guiding primary stage graduates into the various branches of the Education and Vocational Training system according to their ability and readiness for continuation by the examination routes.

Recommendation - 7 : The Council recommends that, since Primary and Preparatory Schools have been established in the main population centres, any further expansion of Primary and Preparatory Schools should be within restricted limits and on the basis of population density and real needs, and should bear in mind the possibility of utilizing adjacent schools.

The Council therefore recommends that the first priority in the coming years should be for the betterment of existing schools and the intensification of educational activities in them.

Recommendation - 8 : The Council recommends that acceptance in the preparatory stage should be governed by the national economic needs for human resources. A number of students from primary and preparatory stage should thus be guided into the vocational training centres. For primary and preparatory level graduates who do not continue in the Education and Vocational Training system, Mobile Training Centres should be utilized to prepare them to join the various general productive activities.

SECONDARY STAGE :

Recommendation - 9 : The Council recommends that the acceptance of students at any secondary stage branch should be limited by, and in accordance with, the human resources needs of the national economy, and in furtherance of the recommendation No. 8 above.

Recommendation - 10 : The Council considered the present extent of secondary schools and the suggestions of the Ministry of Education regarding their development. There are presently two secondary boys schools, in the Capital Area and in Sohar, and a number of secondary classes in preparatory schools. In addition there are two specialized secondary schools, one for teacher training and one as the Sultan Qaboos Islamic Institute. Furthermore four secondary schools are under construction, three for boys in Sur, Nizwa and Salalah and one for girls in the Capital Area. The Secondary Agricultural Institute is under construction in Nizwa with studies to commence in the academic year 1979/ 80. The Ministry of Education proposed to build seven new secondary schools for boys at Sohar, Buraimi (in 1980) Muscat, Masana, Sumail, Ibri, Ja'alan (1981/ 85), and six new secondary schools for girls with hostels in Salalah, Sur, Buraimi, Nizwa, Sohar, Ilra (1981/ 85).

In view of the following considerations of the present situation and these proposals, the Council concludes that general secondary education is in its early stages and requires careful study, consultation and further discussion before final recommendations are reached on the establishment of new secondary schools. The Council recommends that members views on this matter should be discussed at forthcoming meetings and should take note of the following points :-

- (a) Girls schools with hostels should have concern for various social consequences which may ensue.
- (b) Is the preference to continue the expansion of secondary classes in preparatory schools or to build new schools.
- (c) The number of new schools should take account of estimates of the number of students waiting for places in secondary schools.
- (d) The selection of regions having preference for the establishment of secondary schools based on region populations.
- (e) Whether preference should be given to building new teacher training institutes, rather than secondary schools, to meet the need for Omani teachers.
- (f) The estimated capital expenditure and recurrent costs of the proposed schools.

D. HIGHER AND UNIVERSITY EDUCATION :

Recommendation - 11 : The Council recommends that a thorough survey should take place regarding the establishment of a University. The survey should consider those colleges for which the Sultanate may be in need, such as medicine, literature etc. and take into account the specializations that students study abroad. The survey should consider the number of teachers required and their sources, as well as the budget expenditure that would be required and their buildings or establishments should have play-grounds, gardens and recreational facilities. The location of any proposed colleges would be the foundation of a University based in Nizwa or in surroundings such as Ilra. The Council further recommends that special attention be

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to the provision of vocational institutes to meet the Sultanate's need for technical and tradesmen in its development, and that regular guidance be given to the people of the benefits of education and training by all possible ways.

Recommendation - 12 : The Council recommends the preparation of a five year plan outlining the number and the specializations of scholarships required for education abroad. It is necessary that this programme should consider the needs of the public and the private sector. The programme should be offered to the Council for approval and annual revision for adjustment according to the country's needs.

1. VOCATIONAL TRAINING CENTRES :

Recommendation - 13 : The Council recommends the revision of financial incentives to students in the Centres to assure their suitability and effectiveness.

Recommendation - 14 : The Council recommends that programmes should be available in the Vocational Training Centres to allow the enrolment of general education graduates at any stage from primary upwards.

Recommendation - 15 : The Council agreed that the most important specializations, and those with most priority in the Vocational Training Centres programmes, are the graduation of skilled and semi-skilled craftsmen in Building, Electrical, Automotive, Mechanical, Clerical, Agricultural, Mining, Fisheries, Weaving and Commercial trades.;

Recommendation - 16 : The Council considered the present situation of vocational training and the suggestions of the Ministry of Social Affairs and Labour regarding future development. There is presently one training centre in operation and four more are under construction. The total capacity of all five is 1500 trainees based on two shift operation and the number of graduates per year would be around 1000. It is proposed to build four more fixed centres and to provide three mobile units for vocational training related to the environment. The programmes for these mobile training centres to be between three and nine months duration. It is also proposed to develop the Institute of Public Administration, presently supervised by Diwan Affairs, into a centre for developing administrative skills for the private and public sectors.

Following discussions the Council recommended acceptance of the proposal to build new vocational training centres with the number of four to be the minimum during the next five year plan. The Council recognized that the number of expatriates in craft occupations runs to tens of thousands and even with these centres in operation the result will be a provision of 2000 to 3000 graduates yearly. Such an output would necessitate more than 20 years to replace expatriate craftsmen.

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Recommendation - 17 : The Council recognizes that coordination between
the institutes and vocational training centres in the various Ministries
should be complete and thus recommends that the Ministry of Social Affairs and
Labour be responsible for this coordination.

28th November, 1972.

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APPENDIX B
POSSIBLE STUDIES FOR PROPOSED MANPOWER PLANNING UNIT

The MPU should ensure that it is always in a position to respond to requests from any branch of the Government for analysis of the manpower implications of any policies or development strategies. Indeed, as part of its routine business the Unit should produce publications (of either limited or wide circulation according to content, or degree of confidentiality) pertaining to the most important manpower issues facing the Sultanate. Thus a concerted effort will be made to enlarge the body of people in the Sultanate who are aware of the long term manpower and population implications which result from the present options open to Omani economic planners today.

The following comprises a skeletal list of some of the major topics and studies towards which the staff of the MPU could profitably direct their efforts. Prioritization of this list of topics, their detailed dovetailing with the staff and structure of the MPU, and the schedule of implementation await further work.

Major Topics include:

- a) Monitoring of manpower situation resulting from the progress of the SFYDP;
- b) refining of macro economic based manpower and population projections for the medium-term;
- c) preparation of manpower recommendations and inputs for the Third Development Plan due to begin in 1986;
- d) special sector-related studies - manpower in agriculture, for example;
- e) review and inventory of the inservice training opportunities in the Sultanate; evaluating the Levy Resale Scheme; and, in connection with this, establishment of standards of trade and qualification of Omanis in the workforce, and relation of these standards to the VTCs, and other training courses;
- f) advice to concerned ministries upon the collection and refinement of the ETS statistics;
- g) evaluation of public and private sector wage and compensation levels and their impact upon the labor market;
- h) continuing monitoring of disposition of Oman nationals within the sector occupation matrix and the extent of reliance upon non-nationals in critical cells within the matrix;

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- i) Macro studies of supply and demand for workers of varied staff levels in the private and public sector;
- j) public sector labor requirements, economic demand for labor and marginal productivity within the sector;
- k) refinement of statistical base of the establishment surveys extrapolation and projection from it;
- l) possible labor market surveys of part of private sector to enhance information about nationals gained from the establishment and labor card data sets;
- m) advice to MOSAL and refinement of studies of information available upon labor cards for non-national workers;
- n) studies of turnover, quality and type of non-national workers in the Sultanate;
- o) studies of non-national dependents;
- p) studies of Omanis resident and in employment abroad;
- q) making an inventory of their skills, and discussing their possible return and contribution to the Oman workforce and economy;
- r) tracer studies of Omanis leaving the ETS, and monitoring of their subsequent movements in the workforce;
- s) in connection with (r) above, evaluation of the needs for English language teaching; an assessment of the aspiration and motivations of Omanis within the modern and traditional economies; recommendations on orientation and career guidance of school leavers from the ETS;
- t) evaluation of sector preferences of workers, and sector priorities (from a government perspective) in distribution of Omani workers, as part of (s) above;
- u) productivity studies of both national and non-national labor;
- v) evaluation of private sector employers' perceptions and preferences of employees, with respect to nationality and skill level, for example;
- w) evaluation of alternative means of control of non-national workers in the Sultanate;
- x) the role of women in the workforce;
- y) rural urban migration, and, in conjunction with this, urban and rural conflicts in development, as viewed from a manpower perspective.
- z) rural education and training issues; and
- aa) manpower deployment and the issue of income distribution amongst nationals.

SOURCE: IBRD

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