

# **P a r t**

# **F o u r**

**Policy Implications &  
Summary And Conclusions**

## CHAPTER SEVEN

### POLICY IMPLICATIONS

#### 7.1 Introduction

The people of Jordan were and are predominantly Arab and Moslem. Historically they have had a strong respect for education and learning a view that the country's immigrant refugee and religious minorities broadly share. In recent times they have associated education more and more with school and university so that by the early 1970s the enrolments were very high by international standards . About 91.21 percent of the age group 6-12 years were in elementary schools, about 65.5 percent of the 13.15 years old population were in preparatory schools, while about 32.4 percent of the 16.18 years age a group were attending the secondary stage of education and a large proportion of those finishing secondary education successfully proceed to tertiary education in Jordan or abroad .

Along with their respect for education Jordanian have historically tended to associate it with occupations that are currently called "White Collar" . More recently, with advancing modernisation in industry, commerce and in private and public services, they have come to regard white collar occupations as paths for advancements in economic and social status or social economic mobility. Correspondingly they have viewed manual or "Blue Collar " occupations as the province of the less educated and oriented to such occupations as the province of the less academically.

These values helped explain an in congruence between the structure of the labour force and the distribution of secondary education students (see Table No.7.1).

However, that these values found reinforcement in economics for the ratio of GNP to labour force and hence average incomes were the highest in services, and it was in the services that general rather than vocational education is useful for white collar entry posts in the civil services.

Another factor behind drawing young people to general secondary rather than vocational was the better paying employers who were open mainly to university graduates, while the universities sought their students mainly from the general education streams. The commercial, industrial and agricultural secondary education students were mostly disqualified from entering the university and hence from possible entering the well paid jobs.

These factors lead to a situation described by a 1972 World Bank document.

At present there is serious general unemployment with the Home Civil Service and work in other Arab countries being the main employment outlets. At the same time the supply of technical and non-technical personnel is clearly unbalanced. The former group continuing to be in short supply. This is partly due to the migration of trained personnel and partly to the deficiencies of the educational system. On the one hand there are chronic shortages of well trained middle level technicians and skilled craftsmen, while on the other hand an increasing number of graduates from general education schools are unemployed <sup>1</sup>.

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1. Dr. Wadi D Haddad and Terri Demsky, The Dynamics of Education Policy Making , A case Study of Burkine Faso, Jordan, Peru and Thailand Economic Development of the World Bank, 1994, pp-73

It is clear that the wages for technical workers in Jordan was low and could not compete with those in accessible neighbouring countries. They were also insufficiently attractive for young people in Jordan either due to switch from general education or, if they already had general education get further training for a technical occupations. A further problem was that the high demand for labour in the Gulf countries which enabled the majority of those graduated from Jordanian schools to find employment there.

Thus, the country could not provide waged employment for most of the generally educated young people and simultaneously could not get enough young people to fill its need for technical workers.

## **7.2 Potential for Changes and Policy Options**

In the early 1970s, the Government of Jordan was convinced that the major issue of imbalanced supply of technical and non-technical manpower along with the imbalanced academic and vocational education enrolment (see Table No.7.1) was going to increase in severity as the school-age population grew, which would undermine the country's economic development plans.

Therefore the Government of Jordan had commissioned several studies in 1970's to explore the manpower situation and its implication for education and training. In the early 1971s the National Planning Council with assistance from the World Bank and UNESCO conducted a major survey of the manpower needs and provided the baseline data. However almost all those surveys conducted had reached a similar conclusions about manpower shortages and educational imbalances.

The planners dissatisfaction with the then existed educational situation in Jordan was with a prevailing international mood, which attributed the problems of unemployment and manpower shortage to the inappropriateness of the widespread

**TABLE No 7.1****Secondary Education Students by Type of Education**

Year	Grand Total	Academic		Vocational	
		Total	%	Total	%
1970	30905	27952	90.44	2953	9.56
1971	31991	29071	90.87	2920	9.13
1972	34549	30985	89.68	3564	10.32
1973	37687	33338	88.46	4349	11.54
1974	42648	37154	87.12	5494	12.88
1975	48578	42137	86.74	6441	13.26
1976	60718	53171	87.57	7547	12.43
1977	70812	62115	87.72	8697	12.28
1978	82638	734493	88.93	9145	11.07
1979	89870	80173	89.21	9697	10.79
1980	102088	87673	85.88	14415	14.12
1981	107234	90583	84.47	16651	15.53
1982	114557	94008	82.06	20549	17.94
1983	120850	95540	79.05	25310	20.94
1984	125357	96770	77.20	28587	22.8
1985	126999	96400	75.91	30599	24.09
1986	117961	96468	81.78	21493	18.22
1987	134688	100570	74.67	34118	25.33
1988	145970	116735	79.97	29235	20.02
1989	95649	69124	72.27	26525	27.73
1990	100953	75915	75.20	25038	24.80
1991	-	-	-	26174	-
1992	114177	86613	75.86	27564	24.14

Source :

MoE, The Educational Statistical Yearbook -1970/71 - 1992/93.

model of academically oriented education. The most essential way to deal with this problem was to re-orient the content of education by relating skills taught on jobs in the market. However to fulfil this objective the government faced four policy options.

1. Continuing the existing approach of educational development that is the parallel development of two distinct institutions i.e. general academic secondary schools with socio-economic objectives and vocational schools with manpower goals.
2. Modifying the system with a view to improve the external efficiency in terms of economic or manpower requirements.
3. Modifying the system with the view to improve the content and relevance of education, combined with measures to control the output. This option involved the adoptions of the school system to manpower needs.
4. Structural overhaul of the system to achieve improved economy of operations simultaneously with better internal and external education functions. This option involved a full redirection of the educational system from the production of people who know to the education of people who do.

These policy options were evaluated informally rather than in a systematic comparative manner. The first option did not offer a solution to the problems of disequilibrium between jobs availability and employment expectations. So this option was undesirable due to its external inefficiency. While the second option would increase vocational education at the cost of general education as its was also unsatisfactory because a simple increase in the vocational education will not satisfy the needs of the modern sector.

Thus, the Government of Jordan was faced with the third and fourth options which were supported by external agencies and consistent with the country's aspirations. So the choice had to be made between the fourth option - which called for full re-orientation of the educational system - and the third one - which called for incremental adjustments in the existing system in a manner could be observed, tested and modified. This made it more desirable in terms of managerial requirements and potential for implementation. However, this option also called for controlling the growth of general secondary education in favour of vocational education to achieve this objective. Pre-vocational courses were to be introduced in preparatory schools, comprehensive schools were to be introduced gradually and some technical schools to be built.

### **7.3 Educational Planning**

The Government of Jordan and the World Bank Mission gave preferences to the third option as it was the most desirable, affordable and implementable as it was also the logical answer to Jordan's educational problems. The government policy decision was articulated in the Three year plan for 1973-75 and reaffirmed in the Five year plan for 1976-80. However, the educational component of the first two plans came to be known as the educational plan of 1970-1980 which could be summarised as follows:

1. Continuous expansion of elementary and preparatory education to provide nine years of basic education to all children by the end of the present decade by means of :
  - a) Establishing a number of schools sufficient to accommodate children at the first grade especially in the remote rural and desert areas.

- b) Taking all possible measures to cut down the percentage of dropouts at the compulsory education and to keep pupils at this level for at least nine years of education.
- 2. Linking secondary education in the long run with the needs of Jordan for skilled manpower which can be achieved through a)- continuous development and reform of curricula emphasising scientific and technological contents b) Introduction of the concept of comprehensive education and c) Re-orientation of vocational and technical streams to strengthen industrial programs, develop new specialisation's and methods of training consistent with the increasing diversification of the economy.
- 3. Increase in the proportion of professionally qualified teachers particularly for science, technology and mathematics.
- 4. Improve in the stock of physical facilities by a) Building new schools gradually replacing uneconomically small rented school buildings. b) Providing the schools with adequate workshops, science laboratories and other teaching aids.
- 5. The expansion of adult education and functional literacy campaign programmes particularly among illiterate industrial labour force.

#### **7.4 Policy Implementation**

The implementation of the physical components of the policy i.e. the construction of comprehensive schools and vocational centres went according to plans with some delays. The concept of diversification, however, was modified somewhat as implementation proceeded and the implementation of policies were made in broad terms leaving the detailed planning for specific projects over an 8 years

trial period, within this frame three World Bank projects in 1973, 1975 and 1979 were undertaken.

The first project had similar goals and objectives of the first three development plan for 1973-1975 such as:

1. Increasing the vocational education enrolments.
2. Prevocational courses to be introduced.
3. Introduction of new comprehensive secondary schools in a gradual way.
4. A National Vocational Training Council was to be established to help translate manpower requirements into training programme.
5. New institutions were created for vocational education at the post secondary level as well as the post preparatory level.

However, the government modified the pace of implementation and before the first project was completed the government started with a second project and plans for a third one. The reason behind this modification was not educational but it was economical. The quadrupling of the oil prices had given the nearby Gulf States the wealth with which to drain away all the surplus labour in Jordan and the problems of unemployment among the generally educated was transformed into a acute shortage of personnel of all kinds. In response to this situation ,the government strove to bring educated women into the labour force. Therefore two out of three comprehensive schools in the second project of 1975 were made for girls.

The third project of 1979 aimed at introducing comprehensive schools in less urbanised areas. In addition to the two academic streams (Arts and Science) the boys schools had an industrial stream with four options - electronics, metal work, woodwork and general mechanics and the girls schools had commercial and home economics streams.

The academic and vocational education in comprehensive schools wherein each stream followed its own curriculum and they were under one administration and served within one complex, but here it was found that the social and pedagogical integration which is normally expected from comprehensive schools did not take place.

During the early 1980s many proposals were prepared and many committees were formed, where most of those proposals and committees were in favour of the educational reforms but such proposals have never been activated by the educational authorities in Jordan. As the major reason was the economy as noted above, the economic growth was good and the unemployment had almost disappeared. Therefore, the need for further change perhaps did not appear urgent. Even so, three modifications were made during the implementations :

1. The target date for enrolling 30 percent of the secondary education students was extended from 1980 to 1987. This clearly reflected both the continuing pressure for more secondary education and the continuing preference of students to take academic courses. However, to secure the target, the educational authority in Jordan adopted the policy of automatic enrolment, i.e. the students who scored in the lower 40 percent of the examination at the end of the preparatory stage, would automatically enrol in vocational streams of the secondary schools.
2. The need for vocational education teachers which had been underplayed at the introduction of the diversification policy in 1973 had become well recognised by 1976. To attract and retain qualified vocational and technical teachers, the government adopted various incentive measures such as overtime pay for the additional hours spent in practical studies.

3. The educational authorities in Jordan decide to introduce another type of vocational institution, the General Vocational Secondary Schools (GVSS) to accommodate the enlarged number of vocational enrollees. The main principle behind this was that one centre offering two or more vocational programs keyed to local economic needs than several schools with only one specialisation each. However, the Fourth and Fifth education projects supported the construction of GVSS.

### **7.5 The First Educational Policy Impact**

The impact of educational policy of secondary schools diversification was never systematically evaluated. However, in 1985 it was scrutinised within context of a movement to reform the entire education system.

The policy impact can be summarised as below :

- A. The positive side of the policy where it was found that between 1980 and 1985 the compulsory enrolment of the lower 40 percent of exam achievers in vocational streams had succeeded in raising secondary vocational enrolment as a share of the total secondary students from 14.12 percent to 24.09 percent, a mere 6 points short of the target for 1987 (refer to Table No.7.1).

Again we found that during this period the comprehensive schools were well built and well supplied with advanced equipment and better qualified teachers, which made them more attractive to students and their parents.

On the less successful side was the status of vocational education. One of the original goals of comprehensive schooling had been to improve it. Despite expanding employment opportunities and increasing wages for skilled worker to compete with that of Gulf States, students and parents continued to avoid a vocational education.

One of the major reasons for this was the association of vocational education with lower academic ability along with the virtually terminal nature of such studies. Though they were (Vocational secondary graduates ) technically permitted to join the post secondary education at community colleges and universities.

Further, the value ascribed to an academic education had not changed for most population, white collar preferably civil services positions continue to be more valued than even better paid blue collar jobs, and most large employers such as the public sector continued to require general rather than vocational qualifications for them. Moreover, the early neglect to provide properly qualified vocational education teachers had led to the perception that the vocational streams were inferior in every way.

#### **7.6 Educational Policy During 1980-90.**

The real impetus for the scrutiny and a new policy cycle did not come from the education system but from the economy. The expansion of the economy and the disappearance of unemployment in the mid 1970s have already been noted, indeed during this time, continued emigration of highly trained Jordanians to the Gulf states became a growing concern to officials, Where in 1980 there were more than 300,000 Jordanians working abroad.

However, this situation had turned around and unemployment having climbed to 8 percent had re-emerged as a concern for Jordan. Young adults made up the largest group of the unemployed i.e. in 1986 over two thirds of those unemployed were between the ages of 20-25 years, while secondary school graduates accounted for full one quarter of those out of work (see Table No.7.2). As it is spelled out in one of the research studies done by the Economic Research Department of the Royal Scientific Society the problem had both external and internal causes.

**TABLE No 7.2**

**Unemployment Rates and the Relative Distribution of Unemployed Workers by Education Level.**

Education Level	Unemployed Rate				Relative Distribution			
	1979	1982	1986	1991	1979	1982	1986	1991
Illiterate	10.54	27	-	8.8	21.49	6.47	4.51	3.9
Read & Write	7.79	-	-	11.9	17.75	-	-	8.7
Elementary	9.24	4.83	-	14.6	23.29	19.79	9.93	14.0
Preparatory	10.48	7.56	-	16.2	14.06	30.62	20.49	19.5
Vocational Sec.	-	-	-	19.6	-	-	-	2.3
Secondary	13.62	8.69	-	18.2	15.6	23.94	24.81	15.5
Community Colleges	5.51	9.92	-	29.1	3.22	8.30	24.76	24.4
University	6.58	5.84	-	16.7	4.00	8.88	13.23	10.9
Post Graduate	5.69		-	10.4	0.51		2.28	0.8
<b>Total</b>	<b>9.41</b>	<b>6.47</b>	<b>-</b>	<b>17.09</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

NP : Vocational Secondary for the years 1979,82 and 1986 where included in the secondary Education.

Sources :

Department of Statistics, Jordan

- 1 Multiple Purposes Household Survey, 1979
- 2 and 1986, Manpower Survey
- 3 Population and Manpower Survey, 1991

The external side of the problem was that, from 1982 there had been a decline or slowdown in economic growth in Jordan. This was reflected in an average annual GNP growth rate of 4.89 percent between 1983-1991 as compared to 12.02 percent between 1976-1982 (see Table No.7.3). There were a number of factors responsible for the slowing of Jordan's economic growth during this period. One of the important factors was the adverse effects of economic conditions which swept through the area after the steep drop in oil prices, which in turn led to shrinkage in Jordan's export markets. Similarly the remittances of Jordanian working abroad declined, together with the decline in the official external assistance below the pledged levels (see Table No. 7.4) Moreover, the Gulf crisis in 1990 aggravated these problems putting Jordan in a more difficult situation. However, these factors caused public and private investments to fall with obvious consequences for job opportunities.

The unemployment problem resulting from the economic slow down was aggravated by four additional factors :

i)The rapid increase in the number of colleges and university graduates which accounted for about 82.5 percent between 1980 and 1985 (see Table No.7.5) where many of them were unwilling to accept the available jobs insisting on high paid professional positions. ii) The large number of foreign workers in Jordan iii )Due to the earlier government policy and a large number of women had entered the workforce, i.e. the female participation rate had risen from 3.1 percent in 1961 to about 12.5 percent in 1985 and iv) Many of the Jordanian working abroad mainly the Gulf states had begun to return. The governments Five years plan 1986-1990 anticipated that an average about 5000 workers would be returning each year.

**TABLE No 7.3**

**National Income Indicators : 1970-1992**

(in million JDs)

Year	GPD at Factor Cost	GNP at Market Prices	Growth Rate of GDP	Growth Rate of GNP	Per Capita GNP in JDs	Growth Rate in P.C. GNP
1970	154.7	187.0	-	-	123.99	-
1971	166.0	199.4	7.30	6.63		
1972	182.8	221.0	10.12	10.83	Growth % of 1975 over 1970	
1973	188.9	241.5	3.34	9.28	-	-
1974	242.4	279.3	28.32	15.65	-	-
1975	303.1	376.0	25.04	34.62	207.68	67.50
1976	378.4	562.4	24.84	49.57	297.72	43.36
1977	439.9	660.1	16.25	17.37	334.74	12.43
1978	551.2	781.0	25.30	18.32	379.49	13.37
1979	668.6	921.3	21.30	17.96	432.13	13.38
1980	893.2	1190.1	33.59	29.18	536.56	24.17
1981	1041.1	1482.7	16.56	24.59	642.70	19.78
1982	1169.6	1673.4	12.34	12.86	697.54	8.53
1983	1242.3	1770.3	6.22	5.79	709.54	1.72
1984	1315.0	1853.6	5.85	4.71	714.30	0.67
1985	1390.6	1881.8	5.75	1.52	698.52	-2.21
1986	1772.2	2097.3	27.44	11.45	750.11	7.39
1987	1832.4	2112.5	3.40	0.72	729.20	-2.79
1988	1901.4	2129.9	3.77	0.82	709.73	-2.67
1989	2068.1	2206.4	8.77	3.59	709.23	-0.07
1990	2275.3	2375.9	10.02	7.68	688.07	-2.98
1991	2420.1	2559.1	6.36	7.71	658.20	-4.34
1992	2782.4	3158.6	14.97	23.43	785.72	19.37
Period	Avg. Growth of GDP		Avg. Growth of GNP		Avg. Growth of P.C. GNP	
1971-80	19.54%		19.64%		21.34%	
1974-82	22.62%		24.46%		19.36%*	
1983-91	8.62%		4.89%		-0.59%	
1976-82	12.03%		12.02%		6.25%**	

\* (1975-80)

\*\* (1976-92)

**Sources**

1 1970 to 1985 data are taken from C B J , Yearly statistical Series, 1989

2 1986 to 1992 data are taken from C B Y , Monthly statistical Bulletin, May, 1993

TABLE No. 7.4

## Jordan's External Assistance and Unrequited Transfers : 1964-1992

Year	External Assist.	Private	Govt	Total	GNP at Market Prices	Trade & Services Deficit	Growth of Ext Assist.	Growth of Priv Unr. Transfers	Growth of Govt. Unr. Transfers	Growth of Tot. Unr. Transfers	Growth Rate of GNP	Ex. Assist. as % of GNP	Tot. U.T. as % of GNP	Tot. U.R. as % of Trade Def.
1970	35.42	1.57	39.08	40.65	187.0	46.58	-7.69	1.29	-14.65	-14.13	-5.27	18.94	21.74	87.27
1971	35.39	1.12	35.49	36.61	199.4	57.88	-0.11	-28.66	-9.19	-9.94	6.63	17.75	18.36	63.25
1972	44.46	2.33	65.96	68.29	221.0	66.98	25.63	108.04	85.86	86.53	10.83	20.12	30.90	101.96
1973	45.61	3.51	61.09	64.60	241.5	60.80	2.59	50.64	-7.38	-5.40	9.28	18.89	26.75	106.25
1974	58.82	2.42	84.43	86.85	279.3	83.80	28.98	-31.05	38.21	34.44	15.65	21.06	31.10	103.64
1975	100.61	2.35	138.01	140.36	376.0	118.33	71.03	-2.89	63.46	61.61	35.62	26.76	37.33	118.62
1976	66.24	5.10	122.75	127.85	562.4	109.21	-34.16	117.02	-11.06	-8.91	49.57	11.78	22.73	117.07
1977	122.20	1.81	166.94	168.75	660.1	168.29	84.49	-64.51	36.00	31.99	17.37	18.51	25.56	100.27
1978	81.70	4.55	102.63	107.18	781.0	192.31	-33.14	151.38	-38.52	-36.49	18.32	10.46	13.72	55.73
1979	210.30	2.64	318.05	320.69	921.3	316.51	157.41	-41.98	209.90	199.21	17.96	22.83	34.81	101.32
1980	209.30	10.15	390.85	401.00	1190.1	287.13	-0.47	284.47	22.89	25.04	29.18	17.59	33.69	139.66
1981	206.31	17.13	415.33	432.46	1482.7	444.49	-1.43	68.77	6.26	7.85	24.59	13.91	29.17	97.29
1982	199.58	11.64	363.72	375.36	1673.4	491.56	-3.26	-32.05	-12.43	-13.20	12.86	11.93	22.43	76.36
1983	197.01	7.23	289.56	296.79	1770.3	436.25	-1.29	-37.89	-20.39	-20.93	5.79	11.13	16.76	68.03
1984	106.11	20.86	261.70	282.56	1853.6	382.89	-46.14	188.52	-9.62	-4.79	4.71	5.72	15.24	73.80
1985	187.84	26.36	291.18	317.54	1881.8	414.91	77.03	26.37	11.26	12.38	1.52	9.98	16.87	76.53
1986	143.71	19.25	221.29	240.54	2097.3	253.95	-23.49	-26.97	-24.00	-24.25	11.45	6.85	11.47	94.72
1987	127.54	3.38	202.29	206.27	2112.5	317.64	-11.25	-82.44	-8.31	-14.25	0.72	6.04	9.76	64.94
1988	155.43	32.30	209.60	241.90	2129.9	337.80	21.87	855.62	3.31	17.27	0.82	7.30	11.36	71.61
1989	261.72	25.70	353.60	379.30	2206.4	266.20	68.39	-20.43	68.70	56.80	3.59	11.86	17.19	142.49
1990	164.28	24.00	390.50	414.50	2375.9	682.20	-37.08	-6.61	10.44	9.28	7.68	6.91	17.45	60.76
1991*	225.20	17.00	322.50	339.50	2559.1	625.20	37.08	-29.17	-17.41	-18.09	7.71	8.80	13.27	54.30
1992*	198.40	22.90	262.90	285.80	3158.6	847.70	-11.90	34.71	-18.48	-15.82	23.43	6.28	9.05	33.71

\* Preliminary.

Source : Data for 1970-1985 are taken from C.B.J. Yearly.

Statistical series 1970-1989, and for 1986-1992 from C.B.J. Monthly statistical Bulletin, Vol 29 no. 5. May 1993

**TABLE No 7.5**

**Number of Graduates from the Universities and Community Colleges of Jordan during the Period 1980-1991.**

<b>Year</b>	<b>Total</b>	<b>Universities</b>	<b>Community Colleges</b>
1980	8383	2501	5882
1981	9369	2839	6797
1982	10005	3313	6692
1983	9176	4254	4922
1984	15019	5201	9818
1985	12950	4777	8173
1986	17904	6565	11339
1987	18417	5112	13305
1988	18536	7022	11514
1989	17740	7153	10587
1990	17694	6718	10976
1991	20804	5713	15091

Sources :

- 1 MoHE, The Annual Statistical Report on Higher Education in Jordan for the year 1992-93

The imbalance in labour supply and demand was reasserting itself (see Figure No.7.1) despite years of governments attempts to correct it. The introduction of comprehensive secondary schools and vocational training centers and later GVSSs had been intended, at the very least, to eliminate the under supply of skilled and technical workers . Once again the economy and its perceived needs furnished the incentive to bring about changes.

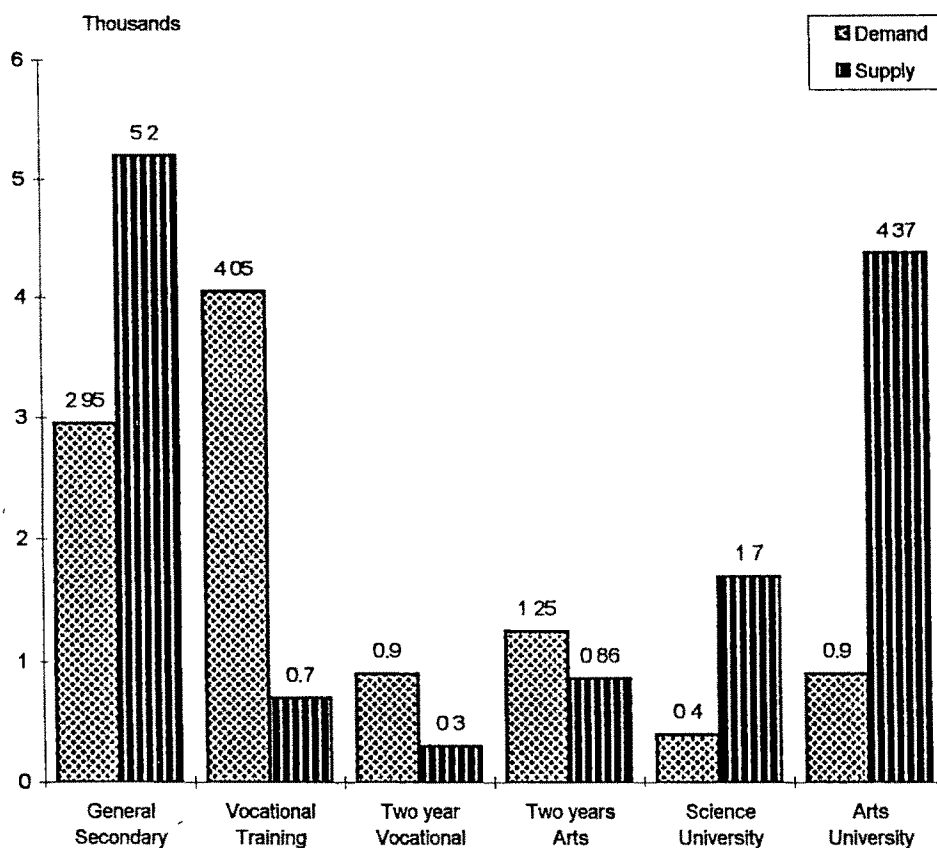
In 1985, His Majesty King Hussein appointed National Commission to assess educational policies headed by his brother the Crown Prince. This step suggested by implication that the National Board of Education and the Ministry of Education on their own were inadequate for the job. The commission set-up a Central Task Force comprising both private and public sector representatives.

In generating policy options, the commission kept in mind the changes needed in Jordan's economy, and the changes taking place in the economies of the Gulf states, which so greatly affected Jordan. The commission was also well aware of the importance of human resource development because the country lacks natural endowments and relies heavily on the imports of raw materials and food. Human capital exports were considered critical in maintaining macro economic balance.

Furthermore, the governments Five Year Social and Economic Development Plan for 1986-90 articulated intentions to change the national economic structure in favour of the commodity producing sectors through supporting the development of domestic industry and developing a human resources strategy to complement this effort, the government hoped to :-

- i) Improve the educational system, so that new Jordanian labour market entrants could provide the domestic economy with the high quality human resources needed and
- ii) Reducing Jordan's dependence on the health of the Gulf co-operation council states economies.

**Projected Annual Demand for and Estimated Output of Semi-Skilled, Technicians and Professionals Workers 1973-1985**



Source : Wadi D. Hadad : The Dynamics of Education Policy making, Case studies of Barkina Faso, Jordan, Peru and Thailand.  
 The Economic Development Institute of the World Bank, Analytical Case Studies No.10-1994, pp-111,112 and 113.

In other word the government was seeking to develop a strategy that would utilise human capital resources for both reviving domestic growth and assisting in maintaining external balances over the long term. It was understood that to maintain the comparative advantage of Jordanian labour force at the international labour market, Jordanian would need to be more highly trained than before. In addition through scientific and technological capacity, the government wanted to prepare the people of Jordan for domestic production activities and eventual export of high value- added goods and services. The options open to the commission to assist in bringing about this goals included :-

1. Continue offering communities the choices of academic high schools, vocational and comprehensive high schools, GVSSs and trade training schools.
2. Increasing the number of vocational schools GVSSs, and vocational tracks in comprehensive schools and decreasing the number of academic schools.
3. Introducing incremental reform as in the past which could take the form of modification of the vocational curriculum and introducing more practical applications.
4. Introducing major reforms including restructuring the educational system.. a) Expanding the basic schooling by one more year b) Reforming the examination process. c) Creating three streams in comprehensive schools, science, arts and technical and d) Changing the curricula through the introduction of pre-vocational courses at the preparatory level and updating the curricula for all levels of education.

Because of the economic situation and the threatening future the commission was ready to accept more radical changes. In addition it felt that rapid quantitative increases in educational services over the past decade had caused quality to suffer.

Further, the curriculum at all levels was considered to be out of date, and there was a feeling that the education system would need to undergo some fundamental structural changes.

After two years of discussion on the possibility of implementation of the commissions reforms and its affordability, a National Conference for Educational Development (NCED) was held in September ,1987 which adopted the proposed measures. In essence, the reform would continue with the comprehensive schooling concept originally introduced in the early 1970s with several important changes. To develop a system that could produce graduates with a high quality general education. Therefore the NCED proposed the following :-

1. The school system would be constructed so that the basic education would be 10 schooling years instead of 9 years, which would enable those students choosing to leave school after the completion of basic education to enter the workforce immediately since they would have achieved the legal working age of 16 years.
2. Based on their performance over the last three grades of the basic cycle 8<sup>th</sup>, 9<sup>th</sup> and 10<sup>th</sup> exams students would be placed in a vocational or academic schools. The lower 40 percent would continue to pursue a vocational program.
3. Curricular changes would be extensive, pre-vocational courses would be introduced at all levels of basic schooling, right from the first grade. In regards to the curriculum for comprehensive schools, all students in comprehensive schools would be divided into three categories science, arts and technical education. In an attempt to strengthen the education of students of technical streams all students, regardless of their stream would take 40 percent of their basic courses from a core program.

However, the government of Jordan translated the National Conference on Educational Development (NCED) recommendations into an ambitious Ten Year Plan (1989-98) for action for the education reforms, where the preliminary expected cost to be around JDs 249.1 millions to be covered from the government budget and loans from the World Bank.

Therefore the Ministry of Education was given the responsibility of the implementation plan and a National Centre for Educational Research and Development (NCERD) was established to oversee the implementation of the reforms.

## **7.7 Conclusion**

1. From the beginning the international community played an important role in the process of educational planning in Jordan. As in those early days the educational authority in Jordan has not built up its administrative capacity in the one hand and the depends of state budget in external assistance in the other made it in a position to be significantly influenced by international organisations. Therefore, the first educational policy was not the product of national debate, local research experimentation or comparative analysis though two manpower studies had been commissioned the decisions were made before the results of the studies were finalised as it relied heavily on the prevailing international thinking.
2. The policy was modest, it did not call for a comprehensive sweeping or radical reform it rather called for adjustments to the existing system and introduced a few innovations on limited scale and the policy option reflected a tacit compromise among different approaches therefore the first policy of 1972 could not solve completely the problem of educational imbalance.
3. From our review of the educational planning in Jordan we found that upto mid 1980's the long-term and elaborate planning at the national level has not existed and only planning at the project level has taken place.
4. The implementation of the physical components of the policy i.e. the construction of comprehensive schools went according to plans with some delays and the concept of diversification was modified somewhat as the implementation proceeded and the reason behind this modification was not educational but it was due to the deterioration of the economic situation in Jordan as well as Gulf states.

5. The introduction of comprehensive education in the 1970's was far from drastic change.
6. In comparison, the second policy cycle demonstrated a more highly calculated, systematic and comprehensive mode of policy making.
7. The second policy diverged from the earlier policy in three major ways.
  - a) The second educational policy was reached after an exhaustive process of review, assessment and analysis of the education system that included a high level representatives from both public and private sector.
  - b) Though it was restricted to the education system itself and not concerned with the connections between education and the labour market, it was a strategies policy : it called for a sweeping reforms of the system, from restructuring to curricular changes, to teachers and administrative staff training to textbooks revision.
  - c) The dimensions of the reform required that an individuals with sufficient power be committed and have the perseverance to see it through, in this case it was the Crown Prince on behalf of the King. Through structuring the reform process, at the same time, he anticipated some resistance in the Ministry of Education in seeing the reform through.
8. The implementation of the second policy has been going according to the plan with some modifications in 1990-91 due to the Gulf crisis when 350,000 persons returned to Jordan.

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