

JORDAN

ETF COUNTRY PLAN 2009

Summary

1. Socio-economic background

The Hashemite Kingdom of Jordan is a constitutional monarchy whose constitution was adopted in 1952. Jordan is a member of the United Nations, the Arab League, the Organisation of the Islamic Conference and the World Trade Organisation. It signed free-trade agreements with the European Free Trade Association (EFTA) in 2001 and with the USA in 2002. The Association Agreement between the EU and Jordan entered into force in May 2002. It sets out in more detail the specific areas in which the objectives of the Euro-Mediterranean Partnership can be developed bilaterally. On this basis, the EU-Jordan European Neighbourhood Policy Action Plan was adopted in 2005, for a period of three years.

Jordan's position in the Middle East makes it a crucial actor in mediating and supporting regional efforts for peace while rendering it highly dependent on geo-strategic developments which may have an impact on its economy.

According to the IMF¹, the Jordanian economy performed well in 2007 in a more challenging external environment when its GDP rose by 6% over 2006 levels to reach JD8200 (Jordanian Dollars). However the rapidly rising world fuel and food prices put pressure on the fiscal and external accounts in the second half of the year. The inflation rate grew rapidly during the first quarter of 2008 with a peak of 12.5% at the end of May. In the UNDP Human Development Index (indicators 2007-2008)² Jordan ranks 86th out of 177 countries which puts it in the first quarter of the Medium Human Development countries. It is also the highest ranked of the Arab countries. According to official DOS information the percentage of the population below the poverty line (JD560 per year) is 13%. It is clear that the number of the families around the poverty line has risen sharply in recent years. According to the recent household survey issued in 2007, the gap between rich and poor families is widening. The poorest are becoming poorer and the middle class income group is being forced to reduce its spending and make use of its savings to support the increasing cost of living (+19.7% of the Consumer Price Index in 2006). Although a national interest in fighting poverty has been declared, it is puzzling that the way economic reforms have been conducted does not seem to have favoured poverty reduction³.

With a population of 5.6 million, Jordan has one of the highest fertility rates in the world - about 3.7% (4.2% in rural areas), high demographic pressure with the under 15s forming some 37.3% of the population and an average age of 20.3 years. It is estimated that 60,000 new entrants are joining the labour market on a yearly basis, posing a major challenge for the government and society at large. In addition, an estimated 500,000 Iraqi refugees have entered Jordan⁴ since 2003. Most of them are highly dependent on savings or transfers. But if the situation does not improve the vast majority of them will be competing with the less qualified Jordanian workers.

¹ Public Information Notice (PIN) No. 08/55, IMF, May 19, 2008

² http://hdrstats.undp.org/countries/country_fact_sheets/cty_fs_JOR.html

³ Economic Report, Jordan outlook and challenges, EU Delegation Jordan, November 2007

⁴ Iraqis in Jordan, Norwegian Research Institute Fofa and DOS Jordan, May 2007

Migration has two significant features: (a) emigration of educated people temporarily in search of opportunities and higher incomes, mainly in the Gulf (this benefits the economy in terms of substantial remittances); and (b) immigration of people looking for low-skilled jobs that Jordanians do not want.

Jordan faces a number of challenges: it must generate sufficient new jobs at appropriate levels for the burgeoning number of new entrants to the labour market, projected to grow at 4% per annum; it must increase the skills of the labour force to support greater competitiveness of Jordanian enterprises (particularly micro and small enterprises) in coping with new market requirements as required by economic integration⁵.

The mismatch between the output of the education system and the needs of the labour market calls for a reorientation of policies linked to Human Capital Development such as education, training and employment. The National Agenda proposes to tackle these challenges by presenting a set of policy measures aiming at moving Jordan towards a knowledge economy with more private sector involvement. But the involvement of social partners in the reform process is low and they are almost absent from small and medium enterprises which represent the majority of the economy. In addition, due to the absence of the umbrella council (the Higher Council for Human Resources Development headed by the Prime Minister), coordination of human capital policies is likely to be poor and could lead to inadequate developments. While some efforts have been deployed to provide the Minister of Labour with new capacities (such as the development of employment offices and labour inspectorates) the new mandate it has inherited to cope with employment and training has not been followed up by an adequate level of financial and human resources.

2. Key policy issues and strategies in human capital development

Bolstered by the strong commitment of His Majesty King Abdullah II, Jordan is engaged in a set of policy initiatives which combine to make one umbrella policy document; the National Agenda - the Jordan we strive for. Its main goal is to achieve the modernisation of the public sector and administration with the support of all layers of society, making Jordan a knowledge society able to cope with the effects of globalisation. This ambitious reform programme sets targets for the period from 2006 to 2015 and is made up of three transformation phases. Its major objectives for the period 2007-2012 are (i) to promote labour-intensive and export-oriented industries combined with the need to develop the capacity of enterprises (particularly small and medium sized) to adapt to the technical evolution and to provide the quality products required by the evolution of the global market, (ii) to eradicate structural unemployment, absorb the annual inflow of new job seekers (projected to grow at 4% per annum) and increase women's inclusion in the labour market, (iii) to significantly expand support for vocational training and employment (treated as a single sector namely Employment and TVET). The National Agenda addresses the restructuring of the institutional framework including the establishment of an umbrella council, the Human Resources Development Council, under the chairmanship of the Prime Minister whose role will be to coordinate policy frameworks established by the Board of Education (chaired by the Minister of Education), the Board of Higher Education (chaired by the Minister of Higher Education) and the newly established Employment, Technical and Vocational Education and Training (E-TVET) Council (chaired by the Minister of Labour).

Labour market features

The size of the labour market is about 1.5 million. Almost 77% of all Jordanian workers are in the service sector, 14% in industry, 6% in the construction sector and only 3% in agriculture. The overwhelming majority of enterprises are small: 94% have four workers or fewer and account for around half the total workforce. The labour market is segmented between formal employment in the public and private sector and employment in the informal economy with very low mobility between the two areas. The public sector accommodates one third of the total labour force and still attracts educated workers mainly for job security reasons. This ratio is considered high compared with international figures.

⁵ TVET in Jordan, Areas for development cooperation, September 2006, European Training Foundation,

Jordan's productivity and flexibility is low. While it is not well analysed, the informal sector is thought to be growing faster than the formal economy, with most new jobs being created there and a high participation of foreign workers. The government is currently looking for options to substitute foreign workers with Jordanian workers.

Jordan faces a paradox⁶ in which GDP growth is strong and many new jobs are being created while unemployment (particularly of educated young people and women) is still very high (13.1 % in 2007 according to the International Monetary Fund). This indicates a mismatch between the needs of the labour market and the provision of skills. According to the World Bank, most job growth is happening at the highest and lowest ends of the occupational spectrum, whereas mid-level occupations are seeing little or negative growth. The outcome of this pattern is that opportunities are expanding for workers with higher education (bachelor's degree and above) and for those with little education. However, opportunities for individuals with secondary education and intermediate diplomas are declining, relegating them to jobs that require no more than an elementary education. Three main reasons explain this phenomenon: the creation of jobs away from where workers live; the choice of employers to employ non-Jordanian workers mainly because they cost less, offer higher productivity and behave differently; and the high expectations of Jordanian workers vis-à-vis labour market availability, particularly regarding wages.

While unemployment decreased from 14.5% in 2003 to 12.5% in 2004, it was back to 14% in 2006 and especially high for young people aged 15-24 (52%, DOS 2006), and more specifically for educated young women. In 2007, some 26 % of women were unemployed as opposed to 10.1% for men. The impressive progress achieved in female education has not been translated into similar progress in terms of the participation of women in the labour market. Women constitute about 13% of the labour force, one of the lowest rates in the world.

Disparities exist between urban and rural areas. The Qualified Industrial Zones (QIZ) which intended to privilege Jordanian labour force participation have not helped to reduce unemployment because they have led to the creation of mainly low-paid jobs mostly occupied by foreign workers.

The reform context

In the three areas concerning human capital development (education and higher education, employment and technical vocational education and training - E-TVET), the Government of Jordan has initiated several reforms with the support of prominent donors.

Reform of the education sector

Jordan is well advanced in terms of the Millennium Development Goals relating to the universal completion of primary schooling and the elimination of gender disparities. Nevertheless MDG indicators show that the primary school completion rate fell from 96.9% to 92.6% in 2006 for both boys and girls⁷, and the education and training system is still very academic and supply driven. It is worth noting that investment in private and public education provision by both the state and families is increasing, particularly where basic and higher education are concerned.

The Ministry of Education has engaged in a structural reform through the ERfKE1 (Education Reform for the Knowledge Economy) and ERfKE2 projects.

The objective of ERfKE1 (2003-2008) which cost is US\$380M and was supported by ten development partners⁸, aims to transform the education system at the early childhood, basic, and secondary levels to produce graduates with the skills needed for the knowledge economy. The project, supported by a wide range of donors concentrates on four components (i) re-orientation of education policy objectives and strategies through governance and administrative reform, (ii) transformation of education programmes and practice for the knowledge economy

⁶ Resolving Jordan's Labour Market Paradox of Concurrent Economic Growth and High Unemployment, March 2007, World Bank

⁷ MDG Indicators

⁸ The World Bank (120 million US\$ loan), the EC (€42 million grant), the Arab Fund for Economic and Social Development, and CIDA, DFID, KFW, EIB, IDB, JICA and USAID.

- (iii) provision of structurally safe school buildings and an improved learning environment, and
- (iv) promotion of readiness for learning through early childhood education.

Following the successful assessment of ERfKE 1⁹, the Ministry of Education has committed to a second phase of the project (ERfKE 2, 2009-2013). There has been a shift from a centralised programme delivery model to a school and community centred one. Components of ERfKE 2 will focus on (i) school and community centred delivery, (ii) policy, planning, and organisational development, (iii) development of teaching and learning resources, (iv) development of a special focus programme divided into three subcomponents addressing early childhood development, vocational education and special education. The vocational education project will begin under the guidance of the E-TVET Council - the first phases of a programme to realign the Ministry of Education secondary vocational stream with similar initiatives to be undertaken by the Vocational Training Corporation and community colleges administered by Al-Balqa University. This will include redeveloping the policy objectives for the vocational stream and undertaking a realignment of the programme framework in accordance with these objectives.

Reform of higher education

The Ministry of Higher Education and Scientific Research (MoHESR) has been engaged in a number of activities over the last ten years aiming at a comprehensive assessment and reform of higher education in Jordan and its institutions. These activities included, a seven year project supported by the World Bank, entitled the Higher Education Development Project (HEDP), which was completed in June 2007. A national forum on higher education reform held in February 2007 laid the basis for reform. Subsequently a national task force headed by the Minister of Higher Education was formed and charged with preparing a national strategy for higher education for the period 2007-2012 based on all the initiatives to date. An action plan to implement this strategy still needs to be developed. This action plan will take the form of a project to be proposed to the World Bank for funding by the government of Jordan. In June 2008 preparatory steps were taken to prepare a project known as the Higher Education Reform for Knowledge Economy (HERfKE). While not finalised it is expected that the focal areas for reform will be (i) university financing, (ii) student aid, (iii) quality assurance, (iv) competitive funding, (v) community colleges, (vi) strengthening management including EMIS¹⁰.

Reform of employment and TVET sector

During the past two years, Jordan has undertaken major efforts to develop the employment and technical and vocational education and training (E-TVET) sector. The new approach and the framework of the reform for the E-TVET sector were initiated by the National Agenda that assigned a leadership role to the Ministry of Labour. The newly structured E-TVET sector is responsible for contributing to the national effort to lead the country in the field of human resources development for the knowledge economy. The challenges faced by the E-TVET sector are many and varied. These include the need to enhance its social image and status and to upgrade the quality of training and its relevance to the labour market requirements, thus helping to increase employment and reduce Jordan's dependency on expatriate labour.

To secure its success a wide range of public and private stakeholders and donors will participate in the reform. Stakeholders include the Vocational Training Corporation, the Ministry of Education, which runs the school system of vocational education, Al-Balqa' Applied University, which provides technical education in community colleges, the Chambers of Industry and Trade, trade unions, employers' associations, the TVET fund and the National Centre for Human Resources Development. International agencies and donors include the World Bank, USAID, the EC, the ETF, CIDA and JICA.

The drafting of a strategy and an action plan for the sector for the next few years began with ETF support in 2006 and has helped start many activities and actions including the development of some governance and funding initiatives.

The strategy covers the various E-TVET issues in nine distinct areas, namely (i) employment, (ii) planning for E-TVET, (iii) financing, (iv) information systems, (v) occupational classification and standards (vi) the status of TVET, (vii) non-formal TVET, (viii) the role of the private and non-governmental sector in E-TVET, and (ix) the regional and international dimension.

⁹ Supervision - ERfKE I, Identification – ERfKE II, World Bank Mission, February 3 – 14, 2008

¹⁰ Brief note on HERfKE, PDU, MoHESR, May 2008

The strategy has been implemented through an action plan endorsed by the donor community. Technical assistance and capacity building for the sector have begun with the focus on putting in place a governance system. Under the leadership of the Minister of Labour, the TVET Council supported, by a secretariat, is in charge of monitoring the entire sector reform process. Since early 2008 a Development and Coordination Unit is in place at the MoL to supervise the implementation of the action plan for sector reform. Several Donors have initiated activities to support the sector reform (see chapter 3).

In addition the Ministry of Labour has initiated its internal reorganisation to cope with its new responsibilities and go ahead with a series of policy issues such as labour, employment, social partnership, vocational training, migrant workers and women at work.

In line with the action plan, several laws and bi-laws which focus on the overall governance of the TVET system (HRD and E-TVET councils), financing (E-TVET Fund), and quality (National Training of Trainers Institute and National Accreditation Authority), were approved by the TVET Council in August 2007 and are awaiting approval by the Parliament.

To cope with unemployment challenges, several initiatives have been launched by the Ministry of Labour such as the National Training and Employment programme (NTEP), the Jordanian Company for Training and Recruitment established in July 2007, a public/private joint venture bringing together the Ministry of Labour, the Jordanian armed forces and the Jordanian contractors association, which has the task of training Jordanians to work in the construction sector, and the satellite project aiming at establishing factories in remote and high unemployment areas.

Challenges

A number of key reforms have been initiated but no formal coordination process is in place which would contribute to the harmonisation of policies. While the National Agenda clearly identified the need to set up an HRD Council acting as an umbrella authority, the fact that the parliament has not adopted its law and by-laws hampers the capacity to rationalise the entire HC system.

In addition the E-TVET sector is at risk as it involves a very wide range of public and private stakeholders including the MoE and MoHERS who are themselves engaged in deep reform processes. More encouragingly, the MoE indicates that in ERfKE2 it will consider E-TVET Council recommendations for the development of vocational education. Of more concern is the case of the Al-Balqa University whose contradictory wish is to become demand-driven, while the reform of higher education does not show signs of abandoning the academic approach.

Several identified challenges are common to the three above-mentioned reforms but are tackled separately. Quality assurance, guidance and counselling, staff development, decentralisation and the autonomy of centres are, among others, mentioned in all reforms as a priority. While a qualifications system has been developed for higher education, no national qualifications framework exists which would encompass the entire HCD sector and allow for those involved both in formal and non-formal training to benefit from a unique system.

Another issue concerns the role and involvement of social partners in human capital development. The concept of social partnership is fairly new to Jordan. Recent efforts of the ILO and EU to support the development of new tools involving employers' and employees' official representation in a tripartite social partnership group at the Ministry of Labour (2007) and through the setting up of a Socio Economic Council (2008), are the first steps towards reinforcing the role of non-governmental partners when dealing with employment and training issues and wider social and economic issues. Official social partners are the Chambers of Industry and Commerce which represent the enterprises of Jordan and the wider private sector, and the General Federation of Jordan Trade Unions which represent the employees. These bodies lack experience in dealing with policy issues in employment and TVET, and more broadly, HCD. Their administrative and political structures are not sufficiently developed to manage their new responsibilities. The private sector and social partners are not prepared to become drivers of the TVET reform process. If the institutional framework is in line with the recommendations there is little capacity to deal with these crucial issues for the success of the government strategy.

As mentioned above, the employment of women in Jordan is a real challenge. Efforts should be made by all parties to first analyse the situation more in depth and then propose solutions to the HCD sector to develop and implement strategies for inviting educated women to return to work.

3. The EU and other donor interventions

Challenges in the HCD sector addressed by the EU and other donors

Donors are highly involved in supporting Jordan's reform efforts in the area of human resources.

The European Commission (EC) and Jordan jointly agreed a European Neighbourhood Policy (ENP)¹¹ Action Plan which sets out a strategy and a national indicative programme (NIP) for the period 2007-2010. The NIP includes a human resources development (HRD) programme, which pays particular attention to supporting technical vocational education and training (TVET) reform.

The ENP responds to the Government of Jordan's National Social and Economic Action Plan (2004-2006), which aims to develop a sustainable socio-economic reform process. The Country Strategy Paper (CSP) drafted under the European Neighbourhood Partnership Instrument (ENPI) sets up a strategic framework for EU co-operation with Jordan in the period 2007-2013. This document presents the EU's co-operation objectives, its strategic response and priority objectives. On the basis of these strategic objectives, the National Indicative Programme (NIP) presents the EC's response in terms of financial assistance and details the specific operations planned and their expected results for the period 2007-2010.

The European Union is the biggest donor active in the reform of the education sector with a €43M grant provided through direct budget support to the ERfKE1 project.

As far as the E-TVET sector is concerned, the EC is supporting the Ministry of Labour reform process through direct technical assistance. With ETF support, the EC will undertake a feasibility phase, designing a €43M Sector Policy Support Programme (SPSP) as indicated in the NIP 2009-2012. The feasibility study will provide government and EU decision makers with sufficient information leading to the acceptance, modification or rejection of the proposed project for further financing and implementation. EU support is expected to start in 2009.

Through several projects such as Tempus and Erasmus Mundus and the Euro-Med Youth III programme the EU contributes to exchange of experience through people to people activities. Five Jordanian universities participated in the Erasmus Mundus External Cooperation Window and national priorities were set for participation in Tempus IV, further underpinning higher education reform in the areas of curricular reform, governance and quality assurance in line with the Bologna Process principles.¹²

The World Bank is active on all fronts concerning HCD. It has designed the ERfKE1 and ERfKE2 projects. The World Bank is currently supporting the MoHERS in preparing the HERfKE reform via a grant from Japan's Policy and Human Resources Development (PHRD), administered by the International Bank for Reconstruction and Development. In May 2008 an agreement was signed with the government of Jordan for a US\$8.8 M project with a loan of US\$7.5 M to support the E-TVET sector reform through a project called Jordan Employer Driven Skills Development. The project includes four components (including project management at a cost of US\$0.69 M). The three technical components are (i) E-TVET Council Development (total cost US\$1.75 M), (ii) Vocational Training Cooperation (VTC) Reform (total cost US\$5.33 M) and (iii) the Employment Driven Training Fund (TEF) (total cost US\$ 0.06 M).

¹¹ The ENP Action Plan for Jordan was adopted on 9 December 2004, as an agenda for work with the EU for the following 3–5 years. The plan builds on the existing Association Agreement. It makes it possible to define priorities more clearly, and to link financial assistance more closely to the achievement of mutually agreed goals. It proposes a list of activities, but does not include a financing agreement.

¹² Commission staff working document accompanying the communication from the commission to the council and the European Parliament 'Implementation of the European Neighbourhood Policy in 2007, progress report Jordan', April 2008

CIDA provides technical assistance worth C\$5.9 M (BEST project) mainly to support the TVET fund reform, and the newly established DCU and executive office at the MoL. CIDA is currently supporting the last phase of the AlManar project (started in 2004) at the NCHRD which aims to initiate a sustainable HRD information system.

USAID is supporting the E-TVET reform through several projects (Siyaha, Sabeq, Save the children): 11 VTC training centers in the hospitality and tourism sector have been renovated, new curricula based on international standards have been adopted, with some 610 trainees enrolled and hired upon completion of their training. Siyaha II and III began in August 2008. The Sabeq project provides support to the MoL through its continuing and expanding support to build the capacity to promote employment of the regional employment directorates and offices of Karak and Irbid regions. This is done through supporting job fairs in governorates, and the setting-up of a health and safety VTC Institute. Save the Children has initiated a guidance and counseling programme in a limited number of VTC Centres.

The Japanese International Cooperation Agency (JICA) is presently implementing a US\$3 M project aimed at strengthening the Vocational Training Corporation's capacity for training management through the development of curricula and the implementation of pilot training programmes at three model centres in Aqaba, Amman and Jerash and plans to intervene in supporting SMEs development.

A regional programme supported by GTZ has contributed to the establishment of a five occupational level classification system for 3000 job titles pending approval by the ILO and the TVET Council. GTZ is also currently initiating the development of a public-private partnership project with the VTC in the pharmaceutical Industry.

The International Labour Organisation (ILO) is currently supporting the MoL in the preparation of a coherent and comprehensive employment policy, and provides technical assistance to the inspection department at the MoL.

Donor coordination is well installed in the Ministry of Education reform. As regards the E-TVET sector this has been initiated recently by the Ministry of Labour. Two workshops were organised in December 2006 and June 2007 which have led to: (i) awareness of the reform process and donor supported activities in the sector, (ii) prioritisation of donor support in line with the E-TVET reform sector action plan and (iii) agreement of a code of conduct for donors active in supporting the employment and TVET reform in Jordan in line with the Paris Declaration. Donor institutions that participated in these workshops include CIDA, EU, JICA, USAID, World Bank, GTZ. Donors have agreed to develop their projects under the leadership and coordination of the Ministry of Labour. A common agreement will reduce overlap and concentrate on priority issues aiming at strengthening the elements required to build sustainable mechanisms with the participation of social partners. The existence of a logical framework for sector reform has contributed to easing communication and negotiations between all stakeholders. Donors are currently beginning to put in place a coordinated consultation process amongst themselves. The EC Delegation chairs this informal group.

ETF initiatives in the human capital development sector in Jordan

Since 2005 ETF activities in Jordan have concentrated on the provision of expertise for the implementation of sector reform and preparation for wider EC support through a SPSP.

Building on its past experience, the ETF's interventions in Jordan in 2008 contributed to reinforcing ownership of the sector reform process by TVET stakeholders (public and private), facilitating the activities of networks and the delivery of advice to policymakers, and contributing to policy learning via exchanges of best practice at local and international levels. ETF activities are strictly aligned with EU interventions and specific EC requests. The ETF supports the EC in the implementation of its policies in Jordan and the European Neighbourhood and Partnership Instrument (ENPI), through the provision of input to the project/sector cycle and relevant information and analyses for policy design and programming needs.

Respecting the sector reform action plan and complementing government and donor interventions, the ETF's intervention focused on a limited but strategic number of activities: assisting the EC Delegation in the design of a sector policy support programme (SPSP), reinforcing national capacities to implement and monitor the reform through policy learning, supporting key reform areas (NQF, social partnership), consolidating the Observatory Function

to make it fully decision-making oriented. In addition, the ETF has contributed to promoting Jordan's engagement within the framework of the EuroMed Charter for Enterprise and supported Jordanian involvement at regional level under the MEDA-ETE regional project. Additionally Jordan was integrated in a project which aims to analyse the role of learning industries in education and training reforms in the Near East and North Africa, and has initiated a project concerning female employment in the tourism and ICT sectors.

Through permanent policy advice to the MoL from February to July 2008, ETF intervention contributed to (i) the development of a programme strategy, (ii) the development of results-oriented sector reform (action plan and MTEF) on the Jordanian side, (iii) ensuring complementarity amongst donor interventions for sector reform in line with the strategic action plan and avoiding overlap, (iv) building of the infrastructure for management of the sector reform (secretariat of the TVET Council, DCU), (v) provision of support to TVET stakeholders in drafting their action plans and, (vi) contribution to capacity building activities of MoL staff.

Challenges in relation to the mainstreaming of donor assistance with national policies

With the development and implementation of donor projects in HCD and in particular in support to the education and E-TVET sector reforms through projects or direct support, most of the areas for reform will be covered in the next five years. According to the evolution of its mandate, the ETF's role may need to be reoriented towards supporting the first steps of the umbrella HRD Council which will require assistance to go ahead with an in-depth analysis of the situation and the development of its strategy. In addition taking into account that compared to other donor assistance, the resources the ETF can contribute are very limited, our added value is in supporting the development of strategies and policies in niches where little is done by others when the needs are high at cross sector level. The ETF, through its experience of working with most stakeholders may contribute positively to the harmonisation and reshaping of the entire HCD sector. In addition by bringing new ideas linked to life long learning and contributing to preventing groups such as youngsters and women become unemployed, the ETF has an opportunity to support the development of cross sector policies such as quality assurance, a national qualifications framework, guidance and counselling, disadvantaged groups and continuing training. In addition the ETF should focus on continuing to reinforce the capacity of social partners to drive HC development and make them the real drivers of the E-TVET sector reform. Currently this is not taken into consideration by donors who focus more on public sector support. Provision of ad'hoc support in developing quality indicators is requested by ETF partners (NCHRD, VTC, BAU, MoE).

More generally the ETF should contribute through regional thematic projects to enhancing the capacities of stakeholders to handle HCD reforms.

4. Internal conclusions and recommendations

Opportunities

The ETF offers added value that few other institutions can demonstrate: the wide expertise of its staff, the wide knowledge regarding EU policies in the sector, and as such it is not easily replicated. It also has the capacity to share its knowledge easily with partner countries while putting it in context at regional level. The long term, multi-annual, support provided by the ETF, though scarce in terms of resources compared to other international support, is of great value as it allows strong local, regional and EU partnerships and networks to be built and contributes to local expertise development.

ETF knowledge of the E-TVET sector reform in Jordan and the experience of working with identified stakeholders and networks provide an opportunity to participate in the monitoring of the national reform process for HRD. Through close contact with the EC Delegation and permanent dialogue with other donors, the ETF may provide the Higher Council for HRD and its secretariat (expected to be at NCHRD) with policy advice concerning priority issues based on a partnership approach as previously initiated with the E-TVET sector reform.

There is room to enlarge the target groups for ETF interventions in policy learning. A large number of stakeholders, the end users, the NGOs and private sector are not organised and/or

represented in the policy making environment. This may be an area to work in in the future to ensure that reforms consider the vision provided by those who should benefit from them.

It would also be advisable to put in place a facility to respond quickly to requests without elaborating long term procedures, losing the momentum for adequate support.

ETF capacity to manage regional projects provides the opportunity to build knowledge and contributes to the exchange of practice.

Constraints

In the context of the great support provided by several donors, the ETF's intervention are limited to the human resources available and are mostly at decision-maker level. For this reason it may be considered as minimal and marginal while not technically and financially contributing to large aspects of the reform.

Obstacles

Without cooperation between the different components of the HCD sector, and with no donor coordination in HRD, the overall reform desired by the National Agenda may be at risk, or it may not contribute to a national system but to three separate entities leading to bottlenecks for the beneficiaries. In addition the complexity of the E-TVET sector reform may be an obstacle to its success if stakeholder capacities are not reinforced and cooperation mechanisms are not formally established.

Risks

The ETF has little knowledge of and offers little impact to the ERfKE and HERfKE reforms, unless it is in those parts of the reforms dealing with E-TVET sector reform.

For E-TVET reform, multi-donor cooperation needs to be further elaborated. The MoL is not equipped to deal with such a big reform and is not staffed accordingly. The DCU may take the lead to involve donors who contribute to the reform through projects not managed by the DCU. Technical assistance provided by donors may be detrimental if not coordinated properly at DCU level; if not geared to provide a peer to peer support and contribute to a sustainable internal capacity. A change in political positions such as Minister or Secretary General of Ministries may limit the scope and speed of the reforms.

Main priorities for action

Support to the Higher Council for HRD and its secretariat (NCHRD) towards the development of:

- An LLL strategy and subsequent action plan for HRD sector,
- an HRD EMIS
- a national strategy for guidance and counselling
- a national strategy for the return of women to work in pilot sectors

Support to social partners institutional capacities to deal with HRD policy development

Support to the E-TVET Council in developing a quality assurance system including a National Qualifications Framework

Maintain and develop information exchange and policy advise to HRD stakeholders

5. ETF intervention strategy 2008-2011

Overall objective of ETF intervention strategy in Jordan for 2008-2011

Support the Higher Council for HRD in its efforts to build a comprehensive and harmonised Life Long Learning strategy encompassing all sub sector reforms

Relevance of the objective

ETF interventions since 2005 have contributed to the development and implementation of the E-TVET sector reform in Jordan and have worked with a wide range of stakeholders. Through its new mandate and taking into consideration the commitment of Jordanian stakeholders and donors in supporting the three main reforms concerning HDC, the ETF's added value is in supporting the development of the Human Resource Higher Council headed by the Prime Minister with the support of the NCHRD as indicated in the National Agenda programme. This umbrella institution is expected to organise cooperation between the three sub councils with a view to installing a life long learning system in Jordan.

Partnerships with all stakeholders (public and private and donors) initiated with ETF support are effective and acknowledged. Through its contribution to preparing for an SPSP for TVET sector reform and support in policy environment preparation, the ETF fully supports the EC strategy in Jordan. Donors have engaged in a coordinated way in supporting the reforms of the education and E-TVET sector, which provides the ETF with an opportunity to address more widely HRD strategic development.

Relevance of ETF intervention logic

The implementation of E-TVET and education sector reforms is lead by several donors. While still not clearly defined, EC intervention will contribute to filling the gap in most of the strategic issues included in the reform strategies. The ETF will take advantage of its good knowledge and experience in Jordan and with all stakeholders to concentrate on the macro level which so far has not been considered. Efforts will provide Jordan with a clear and integrated LLL strategy for HRD.