Training Efforts for the Development of Administrative Personnel in Jordan*

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Abstract

Civil servants are authorized to implement the state development plans. State responsibilities have extremely expanded. This expansion was accompanied by a similar increase in the number of civil servants who are authorized to carry out these huge responsibilities. It becomes evident, therefore, that the development of the state administrative machinery is highly required. The state of Jordan has realized that training may enable it to utilize human resources efficiently. The Institute of Public Administration was established. It has been entrusted with this task. Training Programs, and generally speaking, have been designed to all civil servants in all civil service categories. Curricula of training programs are concerned with enhancing employees skills and information as well as developing their abilities and creativity. Different methods and types of training have been used to achieve this end. However, intensive administrative training requires more emphasis. Further measures should be made to achieve an integrated training system. By this means, Jordan may be able to achieve good benefits derived from the investments in human resources. It may, also, avoid obstacles which hinder the development process.

Introduction

Administrative development is a key element in the implementation of development programs. Administrators make decisions on investments as well as organize and manage the execution of these decisions. This paper deals with related and critical administrative issues, which are topics of debate and even disagreements. Specifically, the focus is on traditional and new concepts of training and education to serve growth and development objectives and to enhance administrative capacity to serve society’s needs.

The immediate purpose of this paper is to discuss the following:

1. Define the concept of training and discuss its scope. Traditional training and prevailing practices are examined in light of new approaches, and practices.

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2. Discuss the Jordanian civil service legislations, managerial authorities, civil servants categories, and size and responsibility.

3. Describe government efforts in developing the administrative machinery, providing an accurate and comprehensive account of these efforts.

4. Analyze government training efforts and policy, its coverage, and adequacy to serve Jordan development plans.

Finally, the article offers recommendations, if adopted, would help in accelerating development processes and introduce significant administrative reform.

These issues are to be studied respectively.

I. Training: Definition (Attwood, 1996) and Scope:

Three points are to be dealt with here:

1. Traditional and new concepts and practices of training.
2. Education, development and training.

1. Traditional and new concepts and practices of training:

Structural changes altered means of production and created a necessity for training to face immense changes within the society. The Jordanian educational system has not been able to provide the economy with needed skills. As a consequence, the state tried to overcome the gap through training programs designed to improve the employees abilities and to enhance their skills. However, these programs, at their very beginning, ignored the human dimensions of training such as employees attitudes towards work, their prevailing values which may effect indirectly their capacities and their performance as well. This narrow approach to training prevailed in all work fields, but may have helped in solving only some of the existing problems. Training aspects of this approach may be easily identified: methods of training, for instance, did not take into consideration the development of thinking and creative abilities of trainees. Instead, they emphasized mere memorization of information without any attempt to logical and scientific analysis. Furthermore, training programs, being concerned with quantitative dimensions, were not precisely selected to meet the society’s needs. Indeed, many of them were borrowed from countries which had dissimilar administrative problems and social needs. Thus, the necessity to adapt them to local needs is required.

Needless to say, training aspects may curtail the benefits derived from investments in human resources and hinder the development process.
Traditional training is neither sufficient to exploit fully the trainees' capacities to the maximum, nor able to keep pace with administrative development requirements. Therefore, special concern should be given to developing employees' attitudes towards work and trainees' values which affect their ways of behavior, so as to adapt them to work requirements. Due regard should be given to these aspects in the same manner as concentration upon developing trainees' skills and information (Salmi, 1970)(2). Training programs should, therefore, concentrate upon developing the employee's capacity in a way that enables him to understand the problems facing him and their impact upon his decisions and the Organization's decisions as well (Aboul-Swood, 1972)(3). In this manner, the trainee will be able to apply new techniques in his work and eager to fulfill his duties for his own benefit as well as the organization's.

2. Education, Development, and Training:

An apparent look at education and training may show some differences between them (Sikula, 1978; Attwood, 1996)(4). It may appear that training qualifies trainees to specific jobs whereas university graduates may not be fully qualified for specific jobs. Furthermore, it might be argued that training may provide employment opportunities more than those who gain education through university. This viewpoint, it should be noted, is influenced by some incorrect prevailing educational and training practices. Formal education in a closed civil service system was unable to meet work needs in government departments. It was, also, unable to enhance civil servants skills and their attitudes towards work. Accordingly, training was considered as an improvement to the existing educational system from the qualitative point of view. In light of what has been said education and training are two faces of the same coin. On the one hand, educational policies should go along with the social needs and their requirements. Thus the need for revising educational methods is highly required. Training, on the other hand, must take into consideration the factors which may affect the attitudes of employees, their values, and their behavior. For instance, in vocational education, teachers training institutes, and technical universities, the methods applied are practically, and theoretically, oriented. Thus, these substantive changes qualify those graduates to run successfully, their jobs and any new arising responsibilities. Therefore, the current educational approach not only restricts learning to formal institutions, but it also emphasizes learning through formal and informal institutions. Additionally, the opportunities of trainees to work are not always available just as the case with university graduates.

Accordingly, one can conclude that there are many similarities between the principles governing both training and education. If one examines the historical background of training, one may say that training is a specific
educational form notwithstanding that they differ in orientation and objectives. To achieve an integrated educational system, training techniques should be applied in educational institutions so that their graduates can be able to meet work requirements more effectively.

3. Kinds and Methods of Training:

(1). Kinds of training:

Training can be divided according to its purpose, requirements of the work, and the place of training (Salmi, 1970).

As far as the purpose of training is concerned one may categorize training purposes into two main categories. The first one is to enhance skills training, where emphasis is made to develop the trainee's skills. The second one is to change attitudes towards work. The major emphasis here is on human and social values which are reflected upon the way the trainee behaves at work.

As far as the requirements of the work is concerned, training may be classified into: pre-service training and in-service training; adhoc training to face the unexpected changes in work requirements and advanced training which is an advanced stage to previous training programs to emphasize certain aspects to which the trainee was exposed before.

(2) Methods of Training (Salmi, 1970): These include:

a. Lectures and visiting speakers where the trainer delivers lectures directly and formally to the trainees.

b. Case study where concentration is made upon trainees active participation in the training process. The trainer gives the trainee opportunity to analyze problems and to suggest solutions to them.

c. Role-playing where the trainee plays the role of a specific personality. Through playing this role, he clarifies the opinion and attitudes towards the subjects he is dealing with.

d. Business or management games where training is carried out by creating a similar situation to that at work. The trainees are divided into small groups. Every group is required to make a rational decision to realize a certain goal.

e. Panel discussion where the subject is discussed, by a number of specialists, from different angles, and the trainees participate actively in the discussions.

f. Sensitivity to training where it aims at increasing the trainee sensitivity to human relationships and his/her reaction towards the others. The role of the trainer is controlling and directing the trainees discussion only.

g. In-baskct technique where focuses is on noticing how the trainees solve and discuss certain problems given to them individually.
h. Conferences where its purpose is to train top-level administrators(8).

II. Size and Responsibilities of Administrative Personnel in Jordan

The government has become responsible to the achievement of huge economic and social objectives. A vast expansion of public services has taken place. New organizations and ministries have been established. A similar expansion has also taken place with respect to civil servants as a consequence. This involves studying the following two points:

1. Trends of growth of the civil servants.
2. Responsibilities of the civil servants.

(1) Trends of growth:

Government employees can be classified according to the status and to the educational level as follows:

1. Status classification.

The Civil Service Regulation No. 23 of 1966, divided the civil servants into four ranks. Ranked officials who are appointed on a permanent basis to ranked posts in "the special" degree or in "class 1" or "2" degrees which are listed in the salary scales. Unranked officials who are appointed on a permanent basis to posts which have no degrees. Officials on contract basis who are appointed for a limited period specified in their contracts on the basis of fixed salaries. Temporary officials who are appointed to temporary posts and draw their salaries from the allocations of the projects and the deposits(9).

The following table points out to the increase in the number of the ranked and unranked officials.

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Civil Servants Number and percentage</td>
</tr>
<tr>
<td></td>
<td>Year</td>
</tr>
<tr>
<td>Category</td>
<td></td>
</tr>
<tr>
<td>Ranked</td>
<td></td>
</tr>
<tr>
<td>Unranked</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
</tr>
</tbody>
</table>


Figures mentioned above show the ratio of the ranked officials to the unranked ones(10), as well as the increasing number of them. During 1955-1960 the annual increase averaged 4.2%; it was 6.4% during 1960-1965 and 6.3% during 1965-1972. During 18 years (1955-1972) the annual increase averaged about 3.5%(11).
<table>
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<td></td>
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<tr>
<td>1st category</td>
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<tr>
<td>2nd category</td>
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<tr>
<td>3rd category</td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>75570</td>
<td>94069</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unranked</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4th category</td>
<td>24480</td>
<td></td>
<td>25668</td>
<td>24.6</td>
<td>29547</td>
<td>29</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contracts</td>
<td>2040</td>
<td>2</td>
<td>2212</td>
<td>?</td>
<td>2726</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>102090</td>
<td>100</td>
<td>110665</td>
<td>100</td>
<td>136369</td>
<td>100</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

Table (2)

Including first, second & third categories

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>41647</td>
<td>42085</td>
<td>41929</td>
<td>39094</td>
</tr>
<tr>
<td></td>
<td>47604</td>
<td>39484</td>
<td>30080</td>
<td>43120</td>
</tr>
</tbody>
</table>


* Data are unavailable

** Number of the high category officials was 112 official by the end of (1997). One only of those officials was a female
(The Civil Service Commission Annual Report, 1997, p.20)
As far as officials on contract are concerned, their total number was one thousand six hundred and ninety nine in (1969) and it increased to two thousand one hundred and six in (1972). These two figures show the rapid increase in the number of the officials in this category as well. The annual increase during the same period averaged 4.7%\(^{(13)}\).

The Civil Service Regulation No.23 of 1966 was repealed by the Civil Service Regulation no.1 of 1988. The latter Regulation, has classified civil service positions as follows\(^{(12)}\):

1- Ranked posts whose holders are qualified to a retirement pension. They include the high category, the first, the second, and the third ones. The high category includes two sub-categories of high ranking top level administrators\(^{(14)}\). The first category includes key positions whose holders shall hold at least, first university degrees. Their tasks are related to submitting general policies proposals and supervising their implementation. The second category includes specialized positions in medicine, engineering, economy and others. Only those holding the first university degree, at least, shall be designated to these positions. The third category includes technical, clerical positions or the like. Only Secondary certificate holders are qualified to be appointed to these positions.

2- Unranked posts: These include the fourth category positions whose holders are not entitled to a retirement pension.

3- Contractual posts whose holders are appointed on a contractual basis\(^{(15)}\).

The following table indicates the increase in the number of ranked and unranked officials and their categories. It shows, also, their ratios

(2) Educational Level Classification:

The increase in the number of the civil servants was accompanied by a similar increase in their qualifications. The following table sheds light upon that.

<table>
<thead>
<tr>
<th>Table (3)</th>
<th>Distribution of the Civil Servants according to their educational level in the years of 1957 and 1972</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year</td>
<td>Edu. Level</td>
</tr>
<tr>
<td>1957</td>
<td>599</td>
</tr>
<tr>
<td>1972</td>
<td>4467</td>
</tr>
<tr>
<td>Annual Increase</td>
<td>5.4%</td>
</tr>
</tbody>
</table>

Source: The Civil Service Agency, Annual Reports & Statistics Division (1957, 1972 years)
If we compare the above-mentioned figures in the two years (1957, 1972), we will clearly notice that the public administration in the latest year combined more qualified persons than (1957). During the sixteen years (1957-1972), the officials holding university degrees increased by 5.4% in average, and the officials of intermediate level averaged 5.7% annually whereas, the officials of below secondary level increased by 1.8% only. The ratios of the officials holding university degrees to the grand total of the officials became 23.5% in (1972), whereas it was only 8.2% in (1957).

During the years (1996-1998) civil service officials are distributed according to their qualification as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Ph.D</th>
<th>Medical Boards</th>
<th>MA</th>
<th>High Diploma</th>
<th>BA</th>
<th>Community college diploma</th>
<th>Secondary below</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>400</td>
<td>653</td>
<td>2922</td>
<td>5639</td>
<td>38088</td>
<td>41068</td>
<td>15507</td>
</tr>
<tr>
<td>1997</td>
<td>453</td>
<td>762</td>
<td>3412</td>
<td>5558</td>
<td>91287</td>
<td>3869</td>
<td>10935</td>
</tr>
<tr>
<td>1998</td>
<td>494</td>
<td>761</td>
<td>3467</td>
<td>5582</td>
<td>4140</td>
<td>38017</td>
<td>10430</td>
</tr>
</tbody>
</table>

These figures show how far the educational level of the officials has developed qualitatively and quantitatively.

2. Responsibilities of public civil servants in Jordan

The huge expansion in the administrative machinery of the government is due to the new role of the state which concentrates on providing public services, activating, and supervising development programs and processes as well. As a result, the expenditure of the state increased steadily through out the changing times. The figures below represent the budget allocations of the state in various sectors and during different times.

Table (4)

<table>
<thead>
<tr>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Years</td>
</tr>
<tr>
<td>------------------</td>
</tr>
<tr>
<td>1958</td>
</tr>
<tr>
<td>1962</td>
</tr>
<tr>
<td>1966</td>
</tr>
<tr>
<td>1970</td>
</tr>
<tr>
<td>1971</td>
</tr>
<tr>
<td>1972</td>
</tr>
</tbody>
</table>

Source: Ministry of Finance, Budget Laws.

The increase of the budget allocations for all the sectors, mentioned above, is noticeable. Ministry of education, for instance, expended 2,114,600 JD in (1958) and reached 6,975,850 JD in (1972). The annual increase between (1958) and (1972) averaged 4.6%. The grand total of the allocations
of the state budget realized more increase also. The percentage of growth in fifteen years (1958-1972) averaged 5% annually. Though the population increase is taken into consideration, the expenditure growth increases over the past 15 years\(^{(17)}\). This indicates the expansion of the state responsibility shouldered by its civil servants. Therefore, need for their development, mainly through training, is eminent.

Thus, it can be said that the number of the civil servants in Jordan has achieved an increase throughout the above-mentioned years. Furthermore, civil servants’ responsibilities expanded\(^{(18)}\). This situation creates an urgent need for developing their efficiency. It is needless to say that administrative training is the main instrument for achieving this objective.

III. Government Efforts to Develop Administrative Personnel in Jordan

The increase in the state’s responsibilities as well as in the civil servants number created various and crucial problems. The need to enhance the civil servants capacities was one of the most important issues emphasized by the State. A Civil Service Agency\(^{(19)}\) was established in (1955) to regulate the civil servants affairs as well as to contribute to developing their efficiency by means of training. Since its establishment, the Agency concerned itself with strengthening the specific role of the administrative personnel in the implementation of the state development plans. It directed attention to the urgent need for more qualified persons to manage, control, and direct the various development activities\(^{(20)}\). The Institute of Public Administration was established at a further stage in (1968) to achieve that purpose. Moreover, among its reforming efforts, the State adopted decentralization and allowed citizens to participate in managing their local affairs by means of town and village councils under the direction of the central authority. This new management approach can be considered as a training pattern for the local officials on matters related to their own affairs.

The above mentioned efforts were oriented to improve the capacities of top, middle, and first class administrative personnel within the various categories of the civil service positions. These training efforts are illustrated as follows:

1. The Civil Service Commission\(^{(21)}\): Functions and Training Efforts
2. The Institute of Public Administration: Functions and Training Efforts.

1. The Commission:

Two points need to be explained. These are the Agency and the Commission.

(1) The Agency:

The establishment of the Agency was a result of urgent need for
administrative reform of the public administration officials. This fact was evident during the period proceeded its establishment. The House of Representatives often announced that the administrative machinery was in need for administrative reform\textsuperscript{(22)}. This was admitted later by the consecutive governments which promised to take the necessary measures to this effect. Several ministerial committees were set up between (1950) and (1954) to examine the situation and to report thereupon. However, frequent cabinet changes had adversely affected the work of these committees which were incapable of achieving that purpose\textsuperscript{(23)}. It had become clear that achieving that purpose required the establishment of an independent and permanent agency. Consequently, Act no. 11 of (1955) was enacted. It entrusted the Agency with the burden of managing the civil service affairs. The Agency shouldered its heavy duty till it was replaced by the Commission. Training responsibilities of the Agency was not mentioned clearly in the previous Act but, it might be inferred from the context of its provisions\textsuperscript{(24)}. However, the civil service regulations issued later stated clearly the training responsibility of the Agency\textsuperscript{(25)}. Furthermore, the annual reports of the Agency affirmed this responsibility as well.

Since its establishment, the Agency conducted a number of training courses for administrative personnel despite the difficulties encountered by it. These difficulties were due to the lack of qualified trainers, various responsibilities of the Agency, as well as the unfavorable attitudes of some departments with respect to training.

The Agency faced these problems by the following measures:

1. It recruited a staff of experts in training. Five of its members visited Egypt to study the Egyptian experience in the fields of training and organization. Two other officials studied public administration sciences in the International Institute of Administrative Sciences in Holland in order to qualify them for training civil servants.

2. During (1961-1964) four training Programs for the middle level administration were held. Sixty five officials were trained in (1961) and (1962). Fifty five officials participated in a middle level training course held in (1964).

3. The Agency recommended the establishment of an Institute of Public Administration to train officials. This recommendation was adopted and the Institute\textsuperscript{(26)} was established in (1968).

4. Scholarships\textsuperscript{(27)}: Undoubtedly, scholarships for training abroad are considered one of the important issues in this respect. The Civil Service Regulation No. 23 of (1966) vested the Agency with power to promote training abroad. The Agency Head, for instance, is the responsible authority for the selection of the officials. During (1957-1958), 190 scholarships were granted. One hundred and sixty six scholarships in

(2) The Commission:

The Commission was established according to Article 7-a of the Civil Service Regulation no.1 of 1988. Its president shall be appointed by a royal decree and a decision by the cabinet upon a recommendation by the prime minister. The former shall report to the latter and shall be given the power of a minister concerning the Commission’s affairs management. Accordingly, the Commission has succeeded the Agency which was abolished by Article 169 of the above mentioned Regulation and new duties have been assigned to the former. The Commission in coordination with the ministry of administrative development is expected to submit an annual survey and statistical reports including number of employees, fields of specialization, and their degrees in all departments. It, also, must participate in proposing legislations for securing social and economic services for the civil servants which can provide them with material, social, and psychological stability. Its president shall submit to the cabinet an annual report on its functions and activities during that year. The Commission’s functions are related to supervising the implementation of the Regulation provisions, following up government departments concerning its implementation, and participating in proposing legislation for securing social and economic services of the civil servants to provide them with material, social and psychological stability.

As far as training activities are concerned, responsibility assigned to the Commission had been withdrawn from it during the (1993-August 1999) period. The Institute legal links had been disconnected from the Commission and became within the Ministry of Administrative Development till the named ministry was abolished in August 1999. The Commission’s President has become the president of the Institute’s Board by virtue of his office. Furthermore, the Commission remains responsible for scholarships and external training. It discharges this duty in close cooperation with the respected ministries. In (1989), 433 employees were sent in scholarships inside and outside Jordan. They represent 51 government departments and corporations. Besides, 327 officials from 50 departments were sent abroad in training programs.

2. The Institute of Public Administration: Functions and Training Efforts:

1. Establishment, duties and objectives:

Rapid growth and development of the Jordanian state has increased the need for more efficient and experienced staff in the field of public
administration. Increasing productivity and quality improvement require multiple efforts in the areas of production techniques. Indeed, these efforts require the most efficient use of human resources. This goal can be achieved by means of a specialized entity responsible for developing human resources abilities. The government was well aware of this urgent need, and communication took place with the United Nations for the establishment of an Institute for that purpose. Other communications took place with Ford Foundation which offered the government a financial grant to facilitate the establishment of such an Institute.

On Jan. 16th, 1968 the Institute of Public Administration Act was promulgated and according to which the Institute was established as "a legal entity, with administrative and financial independence." The Institute's Board commenced its work on 10.2.1968 paving the way for the Institute to discharge its assigned duties. In (1981), however, the aforementioned Act was repealed. It was replaced by the Public Administration Act no.31 of (1985) which regulates the Institute affairs. The main objective of the Institute is to upgrade the standard of administrative efficiency of the civil servants by means of practical and theoretical training. The Institute's functions include: conducting training programs and seminars, conducting scientific researches in the various administrative fields, offering administrative consultation for government and private institutions, and preparing and issuing documents and pamphlets related to public administration matters.

The Institute's affairs are handled by a Board of Directors consisting of a chairman, viz, the President of the Commission. The Board shall approve the general policy of the Institute and supervises its implementation. It shall approve the Institute annual budget. It shall, also, approve and supervise the implementation of the Institute's programs and activities. Furthermore, the Board is authorized to issue instructions in relation to the Institute's supplies, operation, and financial affairs. Besides its headquarters, the Institute has the following branches: Yarmouk University-Irbid branch, Mu'tah University branch, and Al-Albeit University branch.

(2) The Institute's training activities:

The Institute training activity is the cornerstone of its objective. Based on the significance of administrative training, the Institute constantly seeks to augment its training activities and to increase the number of trainees in Jordan and some brotherly Arab countries. Accordingly, the Institute from the very beginning of its establishment, has tried to identify the training needs and to create qualified trainers along with conducting administrative training programs.

As far as identifying civil servants training needs is concerned, the Institute conducted a field study about civil servants to identify the training needs in the various ministries and departments in order to plan programs
according to these needs. The study concentrated upon gathering data about number and qualifications of civil servants, the existence of regular training programs in government departments, and the number of the officials who can be utilized as trainers.

Concerning creating qualified trainers, the Institute held in (1969), a development program for its staff members. Five participants were provided with information about the method of administrative research and statistics under the supervision of an international expert in public administration. Another development program was organized in (1970) to qualify officials from the various ministries to carry out part of the training activities on the sectoral levels. Some officials were selected to participate in a one year period training program to the "development of trainers program", which was held in (1970). Most importantly, the Institute has devoted much of its time and resources for the development of administrative personnel. Training programs carried by the Institute, therefore, need further explanation.

Despite its limited resources and shortages in its qualified staff and their number, the Institute during the early period of its establishment carried out a number of training programs which can be classified into primary programs and specialized ones. The former programs concentrated upon developing administrators at all levels of administration including top-level administration\(^{(39)}\), middle-level administration, and first-class administrators training\(^{(40)}\). The participants in these courses were provided with knowledge, concepts, and modern methods related to office administration functions. The latter programs focused upon specific groups of officials who were specialized in certain fields of administration and provided them with information and skills needed to these specific jobs\(^{(41)}\) such as: personnel administration, finance, budgeting and government accounting, and storage management, besides many others.

During the 1969-1972 years(11) training courses were held. They include top-level administration courses; three middle level administration courses; four office administration courses and four specialized courses.

Since (1969-1996) the Institute conducted 1281 training programs. twenty nine thousand, six hundred, and thirty four officials were trained in these courses. The number of training programs in (1997) amounted to 140 courses. 2815 officials participated in these activities. During the years (1964-1997) the total number of training courses held by the Institute was 1421 while the number of trainees was 31543. Table (5) shows the development of the Institute training activities during the (1969-1997) years\(^{(42)}\).
Table (5)

Development of the number of training programs held at the Institute for the public and the private sectors (1969-1997)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total number of Training Activities</th>
<th>Total number of Participants</th>
<th>Total number of Training Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>1969</td>
<td>1</td>
<td>55</td>
<td>30</td>
</tr>
<tr>
<td>1970</td>
<td>6</td>
<td>39</td>
<td>60</td>
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<td>1971</td>
<td>5</td>
<td>66</td>
<td>470</td>
</tr>
<tr>
<td>1972</td>
<td>2</td>
<td>208</td>
<td>614</td>
</tr>
<tr>
<td>1973</td>
<td>6</td>
<td>184</td>
<td>427</td>
</tr>
<tr>
<td>1974</td>
<td>7</td>
<td>277</td>
<td>570</td>
</tr>
<tr>
<td>1975</td>
<td>28</td>
<td>848</td>
<td>1489</td>
</tr>
<tr>
<td>1976</td>
<td>19</td>
<td>465</td>
<td>1528</td>
</tr>
<tr>
<td>1977</td>
<td>13</td>
<td>324</td>
<td>1908</td>
</tr>
<tr>
<td>1978</td>
<td>18</td>
<td>395</td>
<td>1956</td>
</tr>
<tr>
<td>1979</td>
<td>24</td>
<td>536</td>
<td>1704</td>
</tr>
<tr>
<td>1980</td>
<td>14</td>
<td>592</td>
<td>1273</td>
</tr>
<tr>
<td>1981</td>
<td>18</td>
<td>481</td>
<td>902</td>
</tr>
<tr>
<td>1982</td>
<td>39</td>
<td>940</td>
<td>1451</td>
</tr>
<tr>
<td>1983</td>
<td>32</td>
<td>980</td>
<td>1393</td>
</tr>
<tr>
<td>1984</td>
<td>38</td>
<td>966</td>
<td>1807</td>
</tr>
<tr>
<td>1985</td>
<td>64</td>
<td>1458</td>
<td>1913</td>
</tr>
<tr>
<td>1986</td>
<td>68</td>
<td>1644</td>
<td>2686</td>
</tr>
<tr>
<td>1987</td>
<td>77</td>
<td>1297</td>
<td>2821</td>
</tr>
<tr>
<td>1988</td>
<td>74</td>
<td>1739</td>
<td>3011</td>
</tr>
<tr>
<td>1989</td>
<td>54</td>
<td>1138</td>
<td>2044</td>
</tr>
<tr>
<td>1990</td>
<td>61</td>
<td>1335</td>
<td>2659</td>
</tr>
<tr>
<td>1991</td>
<td>59</td>
<td>1114</td>
<td>2341</td>
</tr>
<tr>
<td>1992</td>
<td>51</td>
<td>1114</td>
<td>2155</td>
</tr>
<tr>
<td>1993</td>
<td>97</td>
<td>2281</td>
<td>4529</td>
</tr>
<tr>
<td>1994</td>
<td>141</td>
<td>2737</td>
<td>5854</td>
</tr>
<tr>
<td>1995</td>
<td>146</td>
<td>2989</td>
<td>5765</td>
</tr>
<tr>
<td>1996</td>
<td>119</td>
<td>2214</td>
<td>5458</td>
</tr>
<tr>
<td>1997</td>
<td>140</td>
<td>2815</td>
<td>6004</td>
</tr>
<tr>
<td>Total</td>
<td>1421**</td>
<td>31535**</td>
<td>62496**</td>
</tr>
</tbody>
</table>

Source: The Institute Annual Report 1997, P. 33
** Figures are cited as they were mentioned in the above mentioned report.

During the 1990s, training activities of the Institute have remarkably indicated high increase both in number and quality of training programs and number of trainees who attended these programs. New programs were articulated to meet new demands and to cope up with new techniques and new specializations. In the (1970s) 28 programs were held with 848 participants whereas the number of courses shifted to 64 in (1985), with 1458 participants. In (1995), however, the training courses number was 146 and officials number attended them was 3895<sup>43</sup>. General and specialized training programs conducted by the Institute during 1996 were 114 programs in number. They were distributed as follows: 14 courses top level officials (12%), 2 middle line administration officials (2%), 57 specialized courses in administration and English language (45%), 4 seminars, (3%), 18 financial and accounting training courses (19%) and 16 courses in computer (19%) and three courses for participant from Arab Countries (3%). Expansion in training activities extended to the Institute branches located outside the capital<sup>44</sup>. Yarmouk University branch/ Irbid held many training courses for officials in
the North region governorates. These programs were 9 in number with 200 officials attending them. Mu’tah University branch held 10 programs for 211 of the south region governorates officials.

The number of programs held during 1997 was 140. Types of these programs were as follows: 15 higher and executive management programs with 385 trainees (8%), 23 supervisory management training programs with 391, (17%), 26 basic training programs with 422, (18.5%), 26 new employees orientation programs with 553, (18.5%), 42 special and computer training programs with 878, (32%) and 8 workshops and round table discussion with 217, (6%). The total number of attendants was 2815(sic). These programs were held at the Institute headquarter, Yarmouk University and Mu’tah University branches. The following table shows the distribution of these different courses with regard to the place of training and number of participants.

<table>
<thead>
<tr>
<th>Course title</th>
<th>Place</th>
<th>Amman</th>
<th>Irbid</th>
<th>Karak</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Course</td>
<td>Trainees</td>
<td>Course</td>
<td>Trainees</td>
</tr>
<tr>
<td>Higher mg.</td>
<td>7</td>
<td>201</td>
<td>2</td>
<td>43</td>
</tr>
<tr>
<td>Executive mg.</td>
<td>3</td>
<td>40</td>
<td>1</td>
<td>21</td>
</tr>
<tr>
<td>Supervisory mg.</td>
<td>18</td>
<td>308</td>
<td>4</td>
<td>71</td>
</tr>
</tbody>
</table>

Percentage distribution of training programs held during 1997 according to place: Center/Amman (76%), Yarmouk/Irbid (13%), and Mu’tah. Karak (11%).

The Institute's training plan of 1998 is designed to meet the development needs for excessive administrative training. Twenty eight high level training programs were conducted during that year. Five hundred top ranking officers took part in these courses. Basic management training programs 69 in number. Seventy specialized courses were held upon ministries and departments request. The total number of all these training activities was 167 training courses. Comparing these figures with those in the previous 1990s years, one can conclude that training programs will continue to increase. Concentration upon top level administrative training is remarkably clear. Directing training efforts towards ministries needs are the main training objectives and priorities as well.

Due to the rapid and constant increase in the training activities programs, the Institute's actual expenditures also grow. The 1992 expenditure was 200970 JD. It increased to 211958, 303707, 312647, 386132 and 459752 in 1993, 1994, 1995, 1996 and 1997 respectively.

It should be noted, however, that there are some training activities carried out by the ministry of education and the ministry of municipal and
rural affairs and environment through training sections within these two ministries. Efforts of these training sections are devoted to enhance the abilities of the officials of the above mentioned ministries. Notwithstanding the importance of these training activities by these two ministries, they can’t be a substitute to the training programs designed by the Institute. It should be mentioned that the Institute’s programs are prerequisites for promotion in civil service positions. Promotion to certain posts can’t be achieved unless the officials nominated to these posts are qualified and successfully accomplished compulsory training programs held by the Institute.

IV. Evaluation of the Existing Training Programs in light of the Jordanian development plans


Before the Agency establishment in 1995, civil servants affairs were not well regulated. Appointment and promotion were not governed by justifiable rules. Political interference influenced the civil service employees selection and this created unsuitable climate for improving the officials capabilities and their efficiency. After its establishment, it is logical to speak about training programs and to examine the existence of such programs and their validity. For the purpose of analysis and evaluation, the focus will be made upon two main issues: training programs coverage and the adequacy and policy of training.

As far as these two issues are concerned one can identify two phases. The first one commences from (1961-1988). The second starts from 1989 till now. The above mentioned two major issues will be dealt with as follows:

1. Training Programs: Coverage and adequacy
2. The Policy of Training.

I. Training Programs: Coverage and Adequacy

(1) The first phase:

To evaluate training programs conducted in this phase, the following three criteria are to be used in evaluation:

A. Out-put of trainees
B. Trainees means of selection
C. Curricula and methods of the programs.

A. Out-put of Trainees:

Training, as we have already seen, is carried out internally as well as externally through scholarships.
a- Training efforts inside the State.

Since its establishment in 1955 till 1961, the Agency has trained seven senior staff members[^5]. During 1961, 1962, 1963, the Agency trained about 102 officials of the middle level of administration[^4]. (Number of the civil servants was 12800 in (1961). From that time to (1968) there were no training programs at all. This is due to different factors, which adversely affected the Agency efforts in this respect[^7]. From the earlier stage of its establishment in 1968 to 12.4.1973[^9], the Institute trained about 386 officials. It, also, held four conferences for the same purpose. The total number of the trainees during (1955-12.4.1973) was about 500 officials. The number of the civil servants was 30484 in (1972). During (1970-1984) the total number of the trainees was about 6814 who participated in 24 different training programs. The officials number in 1984 was about 74457. During the years (1984-1987) 233 training courses were held. About 5557 officials attended these training activities. The number of civil servants was in (1987) about 88346. Comparing the number of the trainees during the above stated periods with the whole number of the civil servants, one can say that the trainees' number was extremely small and there was no meaningful results in this respect.

b- Training abroad: Scholarships.

It is worth mentioning that the number of scholarships during (1952-1956) was 184 scholarships[^13]. Educational scholarships were excluded. During (1957) and (1958) the number of scholarships was 190[^14]. From (1966-1972), scholarships number[^15] was 955 from different specializations, i.e., 137 scholarships per a year in average. The total number of the scholarships was about 1229 during (1952-1972). Although the number of these scholarships is high comparing that to the number of trainees trained internally during the same period, one can say that this number is still insufficient to meet the increasing responsibility of the State. However, the number of scholarships has shown rapid growth during the (1980s). Comparing the number of scholarships in the 1980s to that in the (1970s) and before one can infer that scholarships opportunities where more available. Scholarships in 1982, for instance, were 96 in number excluding the ministry of education scholarships. In (1983) their number shifted to 253. In (1984) scholarships annual increase percentage was 2% comparing that with the past two years[^16]. In 1985, the Agency scholarships committee made 188 scholarship decisions. In 1986, 214 scholarship issues were handled by the committee. In the same year, scholarship distribution according to sex was 93% for males and 7% for females. In (1987) the scholarships number amounted to 417. In 1988 scholarships number
was 404. Their distribution according to sex was 339 males and 65 females.

This constant increase in vocational scholarships may indicate the government willingness to improve the employees qualifications and to utilize scholarships grants more efficiently.

B. Trainees means of selection:

Before the establishment of the Institute, trainees were not selected according to certain priorities. This was mainly due to the lack of information in respect of training requirements. After its establishment, the Institute held several courses[^35] to different levels of administrators.

Means of selection in the second phase, however, are based upon priorities such as: requirements of work; work's needs and levels of civil servants[^36].

C. The curricula and methods of the Programs:

Since its establishment and up to 1968 the Agency held three adhoc training courses for 102 officials. These courses were not well-tailored, and the attention was oriented to develop the trainees skills required for the work rather than to change their attitudes to the benefit of the work.

After its establishment, the Institute tried to cover the gap. The curricula and methods of the training programs were well-tailored to cater for the various levels of trainees. More attention was oriented to influence the trainees attitudes and values which were neglected before.

(2) The Second Phase:

This phase has witnessed development in quantity and quality of training programs. Number of training programs has shifted to 140 in (1997) whereas it was 59 in (1991). Trainees number in (1991) was 1,141, whereas the trainees total number in (1997) reached 2,815. Special and computer training programs number was 15 in (1991) and it rose up to 42 in (1997)[^57]. Furthermore, the focus has been made upon administrative training plans according to which work requirements and needs were well identified. Accordingly, training programs were designed to meet these requirements. In particular, concentration has been made upon management leadership. This is due to the fact that this category is highly important in the frame work of development since it is capable of creating development and modernization. Specialized training programs received also due attention. Fifteen programs were held in (1991) whereas it increased to 42 in (1997). Furthermore, emphasis has been made upon specialized training programs on the various administrative levels and special programs were designed specially for departments in a way that serves their particular needs. Training programs included workshops, seminars, round table discussions along with other
training techniques and methods. These integrated efforts were devoted to enhance the administrative personnel performance and effectiveness.

2. The Policy of Training:

(1) The first phase:

Three issues are to be explained here: central policy, sectorial policy and local policy.

a. Central Policy:

The Institute is responsible for administrative training. Before its establishment, neither training, nor the training requirements and objectives was planned. In other words, there was no predetermined training policy to realize certain goals. Nowadays, we can say that the Institute is going in the right direction. The training needs were gathered partially. The programs organized by the Institute were based upon this available data. Attention was also oriented towards specific kinds of training. For instance, priority was given to training the second degree of top-level administrators. But, as a matter of fact, the Institute cannot carry out this responsibility alone. This is due to the Institute’s limited capacity comparing that to the increasing number of the officials as well as to the requirements of development.

b. Sectorial Policy:

Generally speaking, ministries have no specific policy concerning training. Most of them have no specific unit specialized in training affairs. There are no planned programs for pre-service and in-service training. The officials depended upon their experiences gained by practice rather than upon systematic training.

c. Local Policy:

Although the need for training local administrators appears clearly, there are no well-studied policy in this respect. Sectorial policy features characterizes training local policy as well.

One can conclude that neither the existing training programs nor the training policy adopted by the state are sufficient to face the requirements of development.

3. Training Policies: Critique

Taking into account that State’s responsibility had increased during the three years development plan (1973-1975) and that its share in capital formation increased also, as shown in the following table, there should be more training efforts to accompany.
Table (7)
The investments during the plan period (J.D Million)

<table>
<thead>
<tr>
<th>Sector</th>
<th>Year 1973</th>
<th>1974</th>
<th>1975</th>
<th>Total</th>
<th>Percentage %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public sector</td>
<td>35.1</td>
<td>34.7</td>
<td>29.8</td>
<td>99.6</td>
<td>55.6</td>
</tr>
<tr>
<td>Private sector</td>
<td>22.9</td>
<td>25.6</td>
<td>30.9</td>
<td>79.4</td>
<td>44.4</td>
</tr>
</tbody>
</table>

Source: Development plan (1973-1975) page 216

If we compare the government’s share in the capital formation estimated in the three years development plan (55.6% of the total investments) with its share during 1967-1971 (averaged 46.9%), we can notice that the investments of the State, and its responsibilities, as a consequence, will increase and create the need for well-informed officials to carry out the expansion responsibilities. It was estimated that 70,000 jobs will be created during the plan period.

Taking into consideration the increase in investments and employment opportunities, we may reasonably conclude that such increase create more urgent need for employees training, in general, and training administrative personnel in particular. Accordingly, more efforts should have been made in this respect in order to enable the officials to carry out their responsibilities effectively. This development plan emphasized this need for training to achieve the development process which requires the existence of a governmental system, that can plan, execute and follow-up development projects. This necessitates administrative changes in the existing system, in addition to supplying it with technical and administrative skills to improve its performance by increasing the interest in the human employee in order to improve his performance through better selection rules, better training before and after recruitment and better evaluation.

Here is also, the estimated investments as planned over the second five years plan (1976-1980) (J.D Million).

The estimated investments, 1976-1980 (J.D. Million)

<table>
<thead>
<tr>
<th>Sector Name</th>
<th>1976</th>
<th>1977</th>
<th>1978</th>
<th>1979</th>
<th>1980</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public sector</td>
<td>76</td>
<td>86</td>
<td>80</td>
<td>77</td>
<td>63</td>
<td>382</td>
<td>49.9</td>
</tr>
<tr>
<td>Private sector</td>
<td>74</td>
<td>95</td>
<td>86</td>
<td>66</td>
<td>62</td>
<td>383</td>
<td>50.1</td>
</tr>
<tr>
<td>Grand total</td>
<td>150</td>
<td>181</td>
<td>166</td>
<td>143</td>
<td>125</td>
<td>565</td>
<td>100</td>
</tr>
</tbody>
</table>

Although that investments in the private sector increased comparing that to the private sector investments in the three year plan (1973-1975), the investments in the public sector increased as well. The five-year national development plan called for a large number of major projects which required a high level of skill and expertise whose mobilization constituted the most important obstacle confronting the process of implementation. This fact required increase in civil servant scholarships for scientific and vocational training in the required fields of specialization both from the quantitative and qualitative dimensions. This urgent need for training was also due to the fact that "the past three years plan were characterized by a drain of skilled man
power in some administrative, technical and professional areas to the outside, owing to high level of income there\textsuperscript{65}.

The number of officials who attended training programs in 1976 was 465 (1.1\%). It became 502 (0.77\%) in (1980). Over the second five-year plan period (1976-1980), scholarships reached 733. Comparing the number of scholarships to the number of civil servants in (1976) 42646 (1.1\%) and to their number in (1980) 65041 (.77\%), one can say with confidence, that training efforts within this period were less than expected and far below the civil service requirements and work efficiency. Training efforts, it is evident, lag behind social activities needs and administrative development requirements.

If one proceeds further and examines figures\textsuperscript{64} concerning adequacy and coverage of training programs over the third five-year development plan (1981-1986), one may reach the same conclusion. Though the government has become much aware of more extensive training efforts for civil service servants, training activities were still lagging behind work needs and further training efforts were still required for official development. Women employment in public jobs should be expanded as well. During this period plan, however, a Royal Commission was set up in an attempt to take major actions concerning public administration development.

The Commission terms of reference were, to “propose methods and measures required to ensure administrative and institutional development in all its dimensions and to supervise their implementation”\textsuperscript{65}. Drawing guidelines on the methods and procedures of selecting government personnel and developing their academic, professional and vocational capabilities were among the high priorities of the Commission’s duties. The Commission efforts can be clearly identified in the fourth five-year development plan which commenced in (1986) and ended in (1990). During this period the civil service regulation of 1966 was replaced by another civil service regulation under the same title in (1988). Consequently, the Civil Service Commission was established to deal with civil service matters including training activities for civil servants.

(2) The second phase: central, sectorial and local policies:

Training policies emphasized the need for qualified officials to hold senior public posts. It has become a stated policy that all public administration personnel shall attend training programs. Top level jobs can’t be filled by officials except those who attended, successfully high training courses designed to meet these offices requirements.

Furthermore, at the sectorial level, training programs has been designed to meet specific needs, in sectorial activities. Programs were designed for legal positions, governors of the state, municipal officers, accountancy, and
Women active participation in training programs and scholarships has become evident. This is due to the fact that their participation in the domestic labor force increased from 3.1% in (1961) to 7.5% in (1979) to about 12.5% in (1985). Civil servants sex distribution in (1997) was: 8862 males with a percentage of 62% and females total number was 5439 with a percentage of 38%.

In (1992), the Institute conducted 51 training programs out of them 6 programs were held by the Institute branch-Yarmouk University whereas 4 programs were conducted by Mu’tah University branch. In (1994) general training programs held at the Institute headquarters were 53 in number whereas special programs were 62. The Institute branch/Yarmouk University conducted 14 programs. On the other hand the Institute at Mu’tah University conducted 4 programs only. In 1996 the total number of general courses was 98. The courses which were held at the Institute at Al-Bait University were 4 in number. Whereas they were 14 and 15 at the Institute branches of Mu’tah University and Yarmouk University respectively. Moreover, 10 language courses were conducted by the Institute headquarters. Furthermore, there were programs for purposes of promotion to the first category posts and programs designed for promotion purposes to the second category posts. They also include workshops training programs for high category posts and programs for the first category posts including leaderships skills development, total quality management, institutional performance appraisals, and negotiations skills. Special programs were 28 in number. Some of them were held at the Institute branches in the north and the south.

In (1997), the Institute training activities significantly increased. General training programs held by the Institute headquarters were as follows: higher management programs 7, execution management programs 18, basic management programs 20, and orientation of new employees programs 19. Special training programs and special computer training programs, on the other hand, were 39 in number. They were tailored to meet the needs of a certain agency or consumer upon its request and they were usually attended by the employees of that agency. These programs included special computer training programs and training workshops and roundtable discussion seminars. General and specific programs offered by Yarmouk University branch were 14 and 4 programs respectively. The total number of programs offered by Mu’tah University branch were 9 general programs and 7 specific programs.

However, training courses in (1976) totaled 18. The total number of (1986) programs reached 67. They included general programs in work simplification, filing and records management, intermediate management, and training for Jordanian and Arab police officers. It is highly remarkable that they did not include compulsory programs required for promotion to higher jobs. Nor did they include specialized programs specially designed for certain jobs requirements. Furthermore, there was no focus upon programs
such as leadership skills and institutional performance appraisal. Comparing the training programs total number and their subject matter held in (1996) with those programs held in the 1990s, one can see how far the Institute has expanded its activities both from the quantitative and the qualitative administrative training dimensions.

These training efforts were accompanied with certain crucial structural administrative changes. The Commission was set up in 1988. It supervises the implementation of the Regulation of (1988). The Institute, on the other hand, has given further authority concerning training public administration personnel. It also trains some private sector employees. Its role concerning employees development has been strengthened. It has received further support and recognition. Emphasis has been made upon its role concerning administrative development plans and administrative personnel development. The establishment of the Royal Commission for Administrative development reflected a strong interest in administrative reform. It held general meetings and formulated a number of basic strategies.

These training efforts shown above can be viewed in light of the substantial increases in domestic and public investments over the periods of the third five-year plan and the fourth five-year plan respectively:

<table>
<thead>
<tr>
<th>3rd development plan</th>
<th>4th development plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>551</td>
<td>586</td>
</tr>
</tbody>
</table>

Comparing these figures with each other and with the previous figures embodied in the 1st and the 2nd development plans, one can understand why training efforts have been intensified. Such high increase in government expenditure necessitates more qualified labor force to carry out new burdens resulting from new projects and expanding social and economic activities. Allocation to training activities, therefore, should be increased so that the Institute can be able to meet training needs and to shoulder effectively heavy burdens imposed upon it as a consequence.

V- Conclusions and Recommendations

Training aims at developing the human resources by providing them with skills required for the work, affecting their attitudes as well as improving their creative abilities. Neglecting any part of these dimensions will certainly reduce its benefits.

Training was also introduced to treat shortages of the existing educational system, which was unable to face the difficult problems resulting from the new technique production. Training, therefore, is considered as an improvement to the educational system by revising its curricula and methods.

It is quite clear that the State responsibility has increased to a large extent. This expansion was accompanied by a similar increase in the number
of the civil servants whose duty is to shoulder these huge responsibilities due to the increase in the population. Consequently, an urgent need arises to enhance abilities and qualifications of civil servants. The State through the Agency and the Institute tried to utilize the employees capacities to a maximum point. Training programs was one of the major instruments used for achieving this purpose. But attempts of the Agency were not sufficient for different reasons. This include different responsibilities, unfavorable attitudes of some responsible authorities, lack of qualified trainers, as well as the inadequacy of curricula and methods of training programs. For these reasons, it was replaced by the Commission which has been entrusted with this task.

The Institute was set up to enhance administrative development. It is the specialized arm of the State in training affairs, and is equipped with qualified officials whose duty is to achieve this purpose. However, one hopes that their number will increase in the nearest future to carry out this responsibility with remarkable success. Training programs, were well-tailored to cope up with training requirements. However, the Institute, and despite its sincere efforts, cannot carry out this huge responsibility alone. This due to the fact that sectorial and local training are relatively, rare. Furthermore, the increase in the number of the civil servants requires taking further measures. It is worth mentioning that training and academic scholarships were limited also. Part of the grants offered to the State from foreign and international organizations either were not used or not fully utilized.

In order to mobilize the efforts of the officials into the development process, the following recommendations can be proposed:

1. There should be better assessment of training requirements through establishing a data bank dealing with civil service affairs.

2. The Institute training role should be strengthened. Its independence should be maintained. Its financial means should be largely increased.

3. Specialized training units within every ministry should be established to take care of the sectorial training.

4. Local training programs adequate to the local needs require the establishment of a local government training center. This proposed center should coordinate with the Institute.

5. More attention should be oriented to strengthening the current training approach within the Institute as well as within the local and sectorial training centers and units.

6. Better utilization of training and academic scholarships offered to the State by international organizations. This can be achieved through selecting officials for such scholarships which are offered to the government.
الجهود التدريبية الحكومية المبذولة لتنمية الجهاز الإداري في الأردن

عبد المهدي مساعد

ملخص

يعتبر التدريب الإداري من أهم الوسائل التي تسهم في زيادة كفاءة الجهاز الإداري للدولة. ولذا فإنه يؤدي إلى المشاركة في إنجاز الخطط التنمية فيها ويدفع التدريب إلى رفع كفاءة الموظفين من خلال تزويدهم بالمعلومات والمهمات اللازمة للعمل علاوة على تنمية قدراتهم وتعزيز السلوك والقيم الإيجابية لديهم تجاه العمل. والتدريب الإداري بأنواعه وأساليبه المختلفة هو ضرورة عملية تنمية الموارد البشرية اللازمة لقيام بأعمال الدولة الكبيرة وبالنظر إلى موارد الدولة المالية وازدياد أعداد الموظفين فيها، فإن عملية التدريب الإداري أصبحت تتطلب مردأ من الجهود والمهارات والمادية والبشرية لتحقيق أهداف خطط التنمية. فبرامج التدريب يجب أن تكون متكاملة وتخاذا في الحساب كافة متطلبات عملية التنمية واحتياجات الموظفين الفنية والأساسية.

ولقد ناشأت من هذا البحث عملية التدريب الإداري في الأردن بالدراسة والتحليل ومن كافة جوانبها المختلفة. كما بنت الجهات الحكومية المبذولة لتنمية موارد البشرية في ضوء متطلبات خطط التنمية المتعلقة ب슷اً كفاءة هذه الجهود، واستجابتها لمتطلبات هذه الخطط وذلك بدءًا من عام 1955 وحتى نهاية عام 1998. وتبين من خلال هذه الدراسة أن أساسية وبرامج التدريب قد تطورت بشكل متسلسل من التحديات الإدارية والتقنية ووفق خطط تدريب وطنية مدروسة. إلا أن الدراسة قد أظهرت أيضاً أن هناك بعض المعوقات والصعوب في نظام التدريب المتبغ في الأردن وفي الجمهور المبذولة لتنمية الجهاز الإداري للدولة. ولقد توصلت الدراسة إلى العديد من التوصيات التي يمكن إذا ما أخذ بها أن تسهم في رفع كفاءة الموظفين وتحقيق أهداف خطط التنمية.

Notes

* This paper was received on Jan. 27, 1999 and Accepted for publication on April 18, 2000.


2. Albad Salami, Administrative training, Arab Organization of Administrative
3. Abcar Aboul-Swood, Training top-level administrators in Civil Service Affairs in the Developing Countries, Arab Organization of Administrative Sciences, Cairo, 1972, p.6


5. The purposes of training are:

a- to provide employees with knowledge, skills and positive attitudes for the current jobs.


7. For more details, please refer to: Dr. Alial-Salmi, the same reference, pages 42-47; Abcar Aboul-Swood, the same reference, page 65.


9. Workers on daily basis pay are excluded from this category. The Civil Service Agency Act, 1955; the Civil Service Regulation No. 23 of 1966 Article 16.

10. It is worth mentioning that the civil servants of grade 1, 2, 3 represent the top-level administrators usually; part of the officials of seventh to fourth grade represent the middle-level administrators; and the first line administrators, usually are selected from the other grades.

11. These rules, however, do not apply always, specially upon the officials of the Ministry of Education. This is due to the fact that the number of high grades in this Ministry is very high. The Agency, Annual Reports and Statistics Division.

12. The Regulation was published in the official Gazettee. No. 4257, January 26, 1998. It replaced the Civil Regulation No. 1 of 1988 which was published in the Official Gazettee, no. 1 1988. This Regulation will be referred to hereinafter: The Regulation.

13. Ibid.

14. The first subcategory includes: The sharia chief judge; the audit bureau head; the
civil service commission head; the legislation and consultation council chief and the administrative control and inspection bureau head. The second subcategory includes: The legal advisor at the prime ministry office; the advisor at the legislation and consultation council; Ministries secretary generals, governors of the state; advisors at the prime ministry who are designated to their offices by council of ministers decisions and the cabinet secretary general.

15. Ibid, art. 13.a.

16. The Civil Service commission, Annual Reports and Statistics division. It should be noted that the Civil Service Agency was replaced by the Civil Service Commission in 1988.

17. See pp. 32-37 (infra).

18. Please see figures cited (infra) pp. 23-26. It should be noted that the population in Jordan was 4 millions and 140,000 in (1994). In 2000 it is expected to be 5 millions. Population may reach 6 millions in 2006. Al-Rai Newspaper, Number, 10613, 30 September, 1999, P. 26. This increase in the number of population will certainly add further burdens upon public administration in Jordan.

19. Hereinafter is to be referred to: The Agency.

20. It should be noted, however, that a Civil Service Commission has replaced the named Agency in dealing with civil service matters.


22. It should be noted, that civil service selection should be based upon merits not upon political considerations. Selection to some top-level administration positions, however, may, sometimes be affected by inferior considerations.


24. The Civil Service Agency, the First Annual Report, p.6

25. The Civil Service Regulation, No.23 of 1966, arts 8, 9 and 10.

26. The Institute of Public Administration will be referred to here-in-afte: the Institute The Institute of Public Administration training activities are to be studied later.

27. The Agency, Annual Reports of 1964-1972 and Statistics Division. It should be noted, however, that teaching scholarships are excluded.

28. This Reg. was repealed by the Civil Service Regulation no.1 of 1998. This Regulation, however, reaffirmed the Commission role. Article 7 of this Regulation reads: “An independent department called: “The Civil Service Commission” shall be set up to regulate the Civil Service affairs. Its management shall be handled by a president responsible before the prime minister”.

29. Ibid.

30. Ibid, art. 7c

31. Ibid art. 16. It should be noted, however, that the Ministry of Administrative
Development was abolished on the 1st of July, 1999. Therefore, the Commission has become the sole authority responsible for managing civil service affairs. Its President has, also, become the Chairman of the Directors’ Board of the Institute.

32. Ibid, art. 11
33. Ibid, art. 12
34. Ibid, arts. 8-12
35. Ibid, p. 49
37. The Institute of Public Administration Act, 1985, Loc.cit, art. 5.
38. This Change has become effective since the 3rd of October, 1999.
42. The Institute, Annual Report, 1997, p.33.
44. The Institute, Annual Report, 1996, pp. 36-39.
47. Please see p. 11 (supra).
48. Ibid.
49. Please see pp. 10-12.
50. Please see p. 11 et seq
51. The Civil Service Agency, the Third Annual Report, 1957 P. 66
52. Please see p. 13 (supra).
53. Ibid
54. Statistics are not always accurate. One can notice some contradiction in figures stated in the different annual reports. Compare, for instance figures mentioned in the 1983 report with that of 1984 and 1985 reports.
55. See p. 20 (Infra).
56. Unfortunately there is no available data for the years 1959-1965.
57. Developments concerning number of computer training programs and top management training programs during the 1991-1997 years were as follows: 15: 8; 8; 18; 17; 16 and 42 respectively with respect to the former. And 4: 4; 17; 20; 14 and 15 with respect to top management programs.
58. Please see pp. 10, 16 & 17 (supra)
59. Ibid.

60. Please see p. 9 et seq.

61. Investments implemented over the plan whole period where as follows: pub. Sector: 500.1 Million JD; private sector 721.9 Million JD. The grand total was 1222.0 Million JD.


63. Ibid, the same page.

64. Planned investments over the plan period were 3300.0 Million JD in total. They were distributed between the central government, pub. and autonomous institutions and private and mixed economy as follows: 904.4, 1118.8 and 1276 8 respectively. (Jordan Development Plan 1981-1985, p59)

65. Ibid, p.49.


70. See pp. 19-20 (supra)


72. See pp. 21-22 (Supra)

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