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### Public-Private Partnerships: Lessons Learned from a Partnership: Consolidated Contractors Company and the Morganti Group Inc. (Ccc/Morganti), Al-Balqa' Applied University (Bau)/Al-Huson University College (Ahuc) and the Usaid Jordan Economic Development Program

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**USAID**  
FROM THE AMERICAN PEOPLE

**PUBLIC-PRIVATE PARTNERSHIPS:  
LESSONS LEARNED FROM A PARTNERSHIP:  
CONSOLIDATED CONTRACTORS COMPANY AND THE  
MORGANTI GROUP INC. (CCC/MORGANTI),  
AL-BALQA' APPLIED UNIVERSITY (BAU)/AL-HUSON UNIVERSITY  
COLLEGE (AHUC) AND  
THE USAID JORDAN ECONOMIC DEVELOPMENT PROGRAM**

January 2009

This publication was produced for review by the United States Agency for International Development. Prepared by: Dr. Hussien Al-Wedyan, Terry Saunders Lane, David Lowther & Dr. Gwen El Sawi, Advisor and Editor.

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USAID JORDAN ECONOMIC DEVELOPMENT PROGRAM

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BEARINGPOINT, INC.

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MINISTRY OF LABOUR

*DISCLAIMER:*

*The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.*

## CONTENTS

EXECUTIVE SUMMARY .....	1
PUBLIC-PRIVATE PARTNERSHIP CHECKLIST: .....	2
PHASE I: CHOOSE THE PARTNERS .....	2
PHASE II: FORM THE PARTNERSHIP .....	2
PHASE III: MAINTAIN THE PARTNERSHIP .....	3
PHASE IV: MONITOR AND MODIFY THE PARTNERSHIP .....	3
PHASE V: REPLICATION .....	3
INTRODUCTION.....	4
APPENDICES .....	17
<b>A. CHECKLIST FOR IMPLEMENTATION OF A PUBLIC-PRIVATE PARTNERSHIP FOR <b>WORKFORCE DEVELOPMENT</b></b> .....	17
<b>B. SAMPLE MEMORANDUM OF UNDERSTANDING</b> .....	17
APPENDIX A: CHECKLIST FOR IMPLEMENTATION OF A PUBLIC-PRIVATE PARTNERSHIP FOR WORKFORCE DEVELOPMENT.....	18
APPENDIX B: SAMPLE MEMORANDUM OF UNDERSTANDING .....	19
APPENDIX C: LABOR DEMAND PROFILE QUESTIONNAIRE .....	24

## EXECUTIVE SUMMARY

This paper describes the components of a Public-Private Partnership using a partnership formed by: the Consolidated Contractors Company and the Morganti Group Inc. (CCC/MORGANTI); Al-Balqa' Applied University/ Al-Huson University College (AHUC); Al-Huson Career Development Center (CDC); and USAID Jordan Economic Development Program (SABEQ) as a case study. The partnership was developed as part of CCC/MORGANTI's corporate responsibility initiative and to help CCC/MORGANTI address its labor force needs from Jordan and in the region. The lessons learned from this collaboration can be applied to partnerships in other economic sectors. The paper draws on principles supported by the literature about Public-Private Partnerships, and offers step-by-step procedures for effective partnerships.

A Public-Private Partnership is an effective way to build an appropriately skilled, demand-driven workforce that meets the needs of the private sector. As the USAID Global Workforce in Transition Project (GWIT) explains:

“ . . . public and private sector policies and programs help people acquire the knowledge and skills needed to earn a living, whether by means of self-employment or by working for someone else in the formal or informal sector of the economy. The approach includes policies and programs that help employers get and maintain a skilled workforce. Unlike separate programs that operate in an uncoordinated and therefore static manner, demand-driven workforce development systems are flexible and able to adapt quickly to changing economic conditions.”<sup>1</sup>

One of the central tenets of this approach is that goals and labor force needs of employers are crucial drivers behind education and training. Private sector interests are met by helping jobseekers obtain “good” jobs that offer potential for career growth, prospects for family-sustaining wages, and protection of health and safety.

Although experiences throughout the world show that PPPs benefit all partners, the diverse motives of the partners can pose some challenges. The private sector often needs rapid return on investment, while skill development can be slow. Therefore, clear expectations and careful planning are needed to meet everyone's needs.

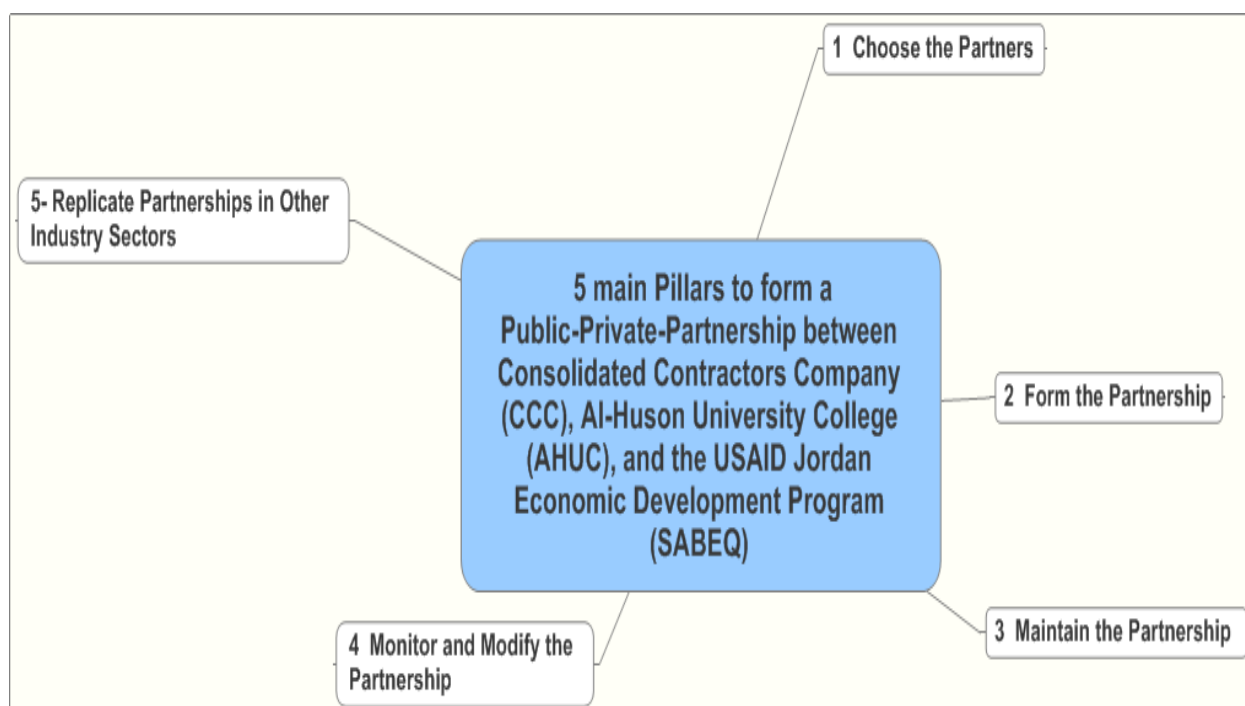
This case study illustrates such an approach. Consolidated Contractors Company and the Morganti Group Inc. (CCC/MORGANTI), the largest construction company in the region, need more supervisors on large construction sites. The USAID Jordan Economic Development Program (SABEQ) is supporting the Government of Jordan to increase the number of jobs available to Jordanians and boost economic development. SABEQ introduced CCC/MORGANTI to its grantee Al-Huson Career Development Center at Al-Balqa' Applied University/ Al-Huson University College (AHUC), which was interested in designing employer-specific training programs.

The first task was for the partners to clarify their roles. With support of a grant from USAID's SABEQ program the Career Development Center recruits and enrolls program participants, and provides training on computer skills, workplace preparation, and English proficiency to students. The University provides classroom and laboratory space, renovations, rent and utilities, and collects student fees. The construction company supports up-front costs needed to get the program underway (e.g. specialized curricula; equipment; training for University instructors). Staff from the USAID Jordan Economic Development Project facilitate the partnership, serving as a “neutral convener” to assure that pitfalls are avoided and that program modifications are developed along the way. They convene regular partner meetings, and manage monitoring and evaluation.

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<sup>1</sup> Global Transitions in Workforce Project, “Project Overview”, Education Development Center, [www.gwit.us](http://www.gwit.us), 2005.

Experiences from this effort suggest a five-step process to design and manage Public – Private Partnerships as described in the figure and in the Checklist below:



## **PUBLIC-PRIVATE PARTNERSHIP CHECKLIST:**

### **PHASE I: CHOOSE THE PARTNERS**

- Identify an economic sector with substantial labor force demands and interest in developing new training options.
- Identify key players in the sector and propose collaboration with a training partner.
- Approach prospective training partner(s).
- Review the match between labor force demands of the private sector partner and the existing labor supply produced by the training partner(s).
- Identify assets and limitations of programs provided by the training partner.
- Agree on desirability of forming a PPP to meet the objectives of all partners.

### **PHASE II: FORM THE PARTNERSHIP**

- Review options and select the most feasible and productive ones.
- Develop curriculum plan and responsibilities for implementation.
- Identify staffing needs and sources of instructors.
- Secure space and equipment.
- Set enrollment and graduation targets and develop a recruitment plan.
- Prepare a budget that identifies start-up costs and ongoing operating costs. Identify sources of revenue.
- Develop a plan for program monitoring and an evaluation strategy.
- Develop a public relations plan.
- Establish roles and responsibilities of the partners.
- Create and sign a Memorandum of Understanding amongst the partners.

### **PHASE III: MAINTAIN THE PARTNERSHIP**

- Respect the common and different short-term and long-term objectives of partners.
- Identify champions from all partners who will maintain commitment and flexibility needed to help the program flourish.
- Be prepared for staff turnover and transitions at the partner organizations so that new participants can join easily and productively.

### **PHASE IV: MONITOR AND MODIFY THE PARTNERSHIP**

- Hold regular review sessions to review changes in environmental/external factors and progress of program components.
- Modify the program as needed. Flexibility to meet changing demands in the labor market is critical for sustainability.

### **PHASE V: REPLICATION**

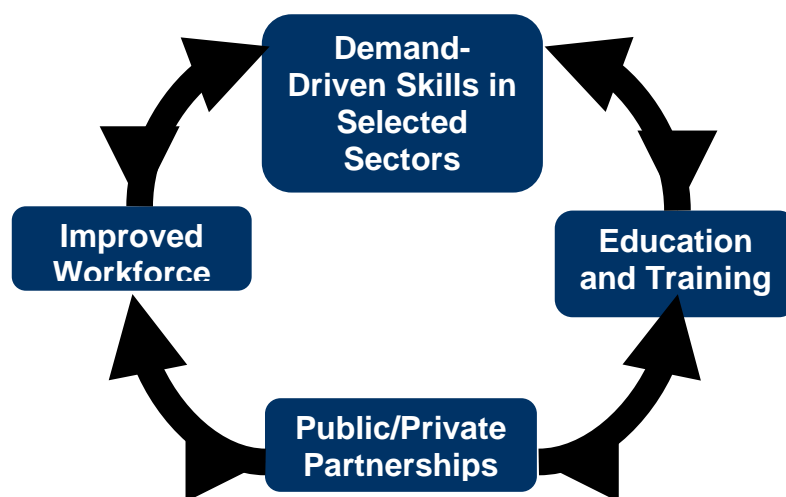
- Explore additional training programs for the existing partners.
- Explore options in other business sectors.
- Explore public policy implementation of principles of public-private partnerships.

The following provides a more extensive discussion and outline of the above basic principles and strategies.

## INTRODUCTION

The USAID Jordan Economic Development Program (SABEQ) is an initiative funded by USAID as part of its overall economic cooperation with the Government of Jordan. The purpose of this program is to increase the number of jobs available to Jordanians and boost economic growth by enhancing the competitiveness and productivity of Jordan's private sector firms. By both supporting improvements in the business environment and providing assistance to expand innovation and productivity in Jordanian businesses, the program supports Jordan's innovators and entrepreneurs as powerful engines to further economic growth and opportunities for Jordanians.

The level and pace of economic growth depends, in part, on the availability of a qualified and willing labor force. USAID Jordan Economic Development Program (SABEQ) workforce development activities include developing and using processes to assess current and emerging labor force demands and supplies as well as promoting strategies that increase the quantity and quality of an appropriately skilled labor force. The Workforce Development strategy focuses on developing policies, systems, and partnerships that link education, training, and skill development programs with the labor force demands of the private sector. An important method for formalizing the needed linkages includes partnerships among private sector businesses and organizations with universities, vocational training centers and public agencies. These relationships are illustrated in the figure below.



**Workforce Development Model**

This paper describes a Public-Private Partnership that brings together: Al-Balqa' Applied University/ Al-Huson University College (AHUC); Consolidated Contractors Company and the Morganti Group Inc. (CCC/MORGANTI); Al-Huson Career Development Center (CDC); and USAID Jordan Economic Development Program (SABEQ). The Partnership enhances CCC/MORGANTI with its corporate responsibility initiative in Jordan as well as addressing CCC/MORGANTI's labor force needs from Jordan and in the MENA Region. The lessons learned from the process of developing this partnership may be applied to other potential and emerging partnerships in other sectors. The paper draws on principles and best



practices of Public-Private Partnerships (PPPs), includes specific references to recent publications, and includes step-by-step procedures needed to form effective partnerships.

Partnerships are an effective way to build linkages to achieve an appropriately skilled, demand-driven workforce that meets the current and future needs of the private sector. As the USAID Global Workforce in Transition Project (GWIT) explains:

“. . . Public and private sector policies and programs help people acquire the knowledge and skills needed to earn a living, whether by means of self-employment or by working for someone else in the formal or informal sector of the economy. The approach includes policies and programs that help employers get and maintain a skilled workforce. Unlike separate programs that operate in an uncoordinated and therefore static manner, demand-driven workforce development systems are flexible and able to adapt quickly to changing economic conditions.”<sup>2</sup>

One of the central tenets of this approach is that the goals and labor force needs of employers are crucial drivers of a relevant and responsive education and training system. Private sector interests can be combined with the goal of helping jobseekers obtain work that offers potential for career growth, prospects for family-sustaining wages, and protection of health and safety.

### **Public-Private Partnerships and International Workforce Development**

The World Economic Forum defines a public-private partnership as a “voluntary alliance among various actors from different sectors whereby they agree to work together to reach a common goal or fulfill a specific need that involves shared risks, responsibilities, and competencies”.<sup>3</sup> Of particular interest in this case study are the arrangements between private enterprises, government organizations and civil society to achieve objectives in education, training, and workforce development.

First, it is helpful to review what has been learned from PPPs in other countries<sup>4</sup>.

- PPPs are especially useful for delivering relevant education and training at the community level. Each member of the partnership brings specific sets of expertise to

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<sup>2</sup> Global Transitions in Workforce Project, “Project Overview”, Education Development Center, [www.gwit.us](http://www.gwit.us), 2005.

<sup>3</sup> World Economic Forum Financing for Development Initiative, “Building on the Monterrey Consensus: The Growing Role of Public-Private Partnerships In Mobilizing Resources for Development, 2005.

<sup>4</sup> Kristin Brady and Kristen Galisson, “Dynamics of Private Sector Support for Education: Experiences in Latin America, Academy for Educational Development and US Agency for International Development, 2008.

Ron Israel, et.al, “International Workforce Development”, Global Workforce in Transition Initiative, Education Development Center, 2007.

Suezan Lee, “Public-Private Partnerships for Development: A Handbook for Business”, Committee for Economic Development and US Agency for International Development, 2006.

Geri Scott, “Working Toward Reinvention: SkillWorks at Three”, Jobs for the Future, 2007.

the effort. Private businesses bring job opportunities and help design relevant curriculum as they know and can identify needs for skilled labor to fill current and emerging positions. They also may be able to provide job-specific expertise, by either providing trainers or training instructors in specific skill areas. Government partners can offer standardized procedures, regulatory power, a stream of annual funding, and/or facilities for operating costs. Community-based organizations offer local knowledge and connections, and international donors can offer funding and technical assistance.

- PPPs can benefit all partners as well as society. In addition to meeting their short-term and long-term workforce needs, businesses can enter new markets and promote their products while demonstrating corporate social responsibility and reaping public relations benefits. Publicly funded training organizations can adapt their offerings to be more responsive to shifting labor force demands and secure grants to make those changes. International donors and local community organizations can make progress toward their own organizational objectives (e.g. economic, social, and community development). Multiple and diverse interests of the partners can pose challenges to partnership development. For example, private sector organizations often must see rapid returns on their investments to justify continued involvement. Yet, the process of skill development can be slow, depending on the education and experience levels of trainees.
- PPPs must be goal-oriented with a stated mission and clear expectations for outcomes for all partners over specified time. Careful attention to realistic expectations is important to avoid disappointment. Monitoring and evaluation in the context of clear objectives allows the partners to make adjustments when unforeseen circumstances emerge.
- Planning and nurturing institutional commitment and engagement are critical to success. A Memorandum of Understanding (MoU) establishes the operating principles of the relationships, outlines the roles and responsibilities of each partner, describes the decision-making processes, and periodic reviews to assess progress. An MoU is the means to establish the scope of activities to be undertaken as well as the limitations of the arrangement. This management process requires staff support, and the partners must expect that there will be an “up-front” investment of time and funding that will be needed to get the partnership underway. A sample MoU is included in Appendix A.
- PPPs must be flexible and adapt to the changing needs of the economic environment and the partners. They should be free from bureaucratic control and encumbrances as they seek to accommodate the interests and needs of the partners.
- Partners in the PPP must be committed to ensure longevity and sustainability. Staff turnover is inevitable, so thought should be given to handling transitions.
- PPPs must be adequately funded. Financial weakness and lack of timely allocation of resources can create instability and undermine the effort.
- PPPs should explore strategic alliances with a variety of potential partners to broaden the range of options available to the workforce.

These key lessons learned help define what is required for successful PPPs to serve as an important mechanism for extending the range of services provided by education and training institutions to increase productivity and competitiveness of graduates and the labor force. PPPs offer considerable promise for effectively increasing the pipeline of jobseekers who have relevant education, training, and skills required by the local, regional and global labor markets.

### **Background of the Public-Private Partnership among Consolidated Contractors Company, Al-Balqa' Applied University/ Al-Huson University College (AHUC); and USAID Jordan Economic Development Program (SABEQ)**

The public-private partnership described in this paper addresses labor force gaps faced by an international construction company, Consolidated Contractors Company and the Morganti Group Inc. (CCC/MORGANTI). CCC, founded in 1952 in Lebanon, is the largest contractor in the Middle East and specializes in large-scale construction. CCC/MORGANTI employs more than 150,000 employees through offices in 36 countries with more than 80% of its revenue coming from contracts in MENA (Middle East and North Africa) countries. CCC/MORGANTI is present in Jordan, has increased operations in the MENA region in recent years, and has aligned with USAID Jordan Economic Development Program (SABEQ) to invest in training programs as part of their Corporate Social Responsibility Policy. As explicitly spelled out in its 2008 publication, Training and Career Development: "This policy is dedicated to ensuring that business values and behavior are aligned to balance--on the one hand--improving and developing CCC/MORGANTI's business-- and on the other hand--improving the quality of life of the workforce, their families, local communities and society at large."

USAID Jordan Economic Development Program staff members helped develop and foster the relationship between CCC/MORGANTI and Al-Balqa' Applied University/ Al-Huson University College (AHUC); University College (AHUC). AHUC, one of the AlBalqa' Applied University Colleges, is located in Irbid, where it serves the northern part of Jordan. The mission of AHUC is to serve a broad spectrum of students and the local community through Bachelor and Two-Year Associate Degree programs, educational support programs, and specialized training in diverse fields such as applied engineering and services.

AHUC was especially interested in a new partnership with CCC/MORGANTI because it furthers their objectives, as outlined in a new organizational strategic plan. The AHUC strategic business plan for 2007-2011 has six goals:

- Meet the growing needs in higher education and assist qualified professionals in a variety of applied technical and academic studies to prepare for contemporary challenges created by advanced technology.
- Support the local community with trained graduates in a variety of applied subjects and vocational education.
- Encourage teaching staff and students to conduct scientific research activities in a wide spectrum of disciplines.
- Promote public awareness of and appreciation for technical education.

- Encourage dialogue and cooperation among key constituencies: students, parents, alumni, schools, private sector industries, local communities and academia.
- Provide the community with access to the knowledge and skills relevant to the future economic and social development of the region.

In response to the strategic plan, AHUC established the Al-Huson Career Development Center (CDC) in 2007 as a student-centered facility to provide students with career development support and job matching services. Through a grant, the CDC received two years of funding from the USAID Jordan Economic Development Program (USAID SABEQ).

CDC established a Business Advisory Committee to provide information about emerging labor force vacancies and trends that can be addressed through training and to provide feedback about the adequacy of CDC training and services. More specifically, feedback on graduates placed in employment can foster and maintain close working relationships with employers to secure job offers for AHUC graduates and, in turn, provides feedback from employers on the adequacy of the skills and training provided by the institution and the competency of their graduates upon entering the workforce. Members of the Advisory Committee include local and national private sector leaders, USAID Jordan Economic Development (SABEQ) staff members, and the CDC team.

The CCC Manager of Human Resources, Mr. Joe Doumani, serves on the Business Advisory Committee of AHUC. Through this relationship, USAID SABEQ staff member, Dr. Hussein Al-Wedyan, facilitated discussions with Al-Balqa' Applied University/ Al-Huson University College (AHUC) to either design a six-month training program that will develop technology and supervision competencies required for a "Supervisor of Piping" position at CCC/MORGANTI or integrate it in an associate degree for "Supervisor of Piping" program. Graduates of this program will oversee the design and installation of piping systems used in many types of construction projects. The positions are well paid, offer job security and career mobility at sites throughout Jordan and the Middle East. CCC/MORGANTI is also planning to invest in training and curriculum development to graduate students in new programs, mainly "Health, Safety and Environment (HSE)" and "Quality Control Inspection (QC)" in the near future.

To date, the partners have established their roles and responsibilities, and the program will begin in early 2009. Al-Balqa' Applied University/ Al-Huson University College (AHUC) and Al-Huson CDC will take on the following tasks and expenses:

- The CDC recruits and enrolls program participants – people who have completed an associate degree, typically in production engineering. In this way, the program can enroll those with strong math and technical skills, prerequisites for successful completion of the vocational program in six months time. Thus, CCC/MORGANTI will be able to employ trained personnel who are recent graduates quickly. This approach recognizes the short-term business interests of the private sector partner. Alternatively, a longer-term two-year AHUC Associate Degree program in piping technology will be established through this partnership with enrollment open to those who have passed the General Secondary Education Certificate (Tawjihi) examinations.

- Al-Huson CDC provides computer skills, workplace preparation, and English proficiency training to adequately prepare graduates for the workplace.
- The University provides instructors to participate in a Train-the-Trainers program conducted by CCC/MORGANTI staff. These instructors will become permanent instructors in the program in the future.
- AHUC provides classroom and laboratory space and covers the costs associated with renovation, rent and utilities.
- AHUC collects student fees to support operating expenses of the program.

CCC/MORGANTI has agreed to support the up-front development costs needed to get the program underway. These items include:

- Specialized curricula and training materials in accordance with international standards
- Equipment
- Qualified Instructors
- Training for AHUC instructors so they will be able to take over the program in the future
- Field trips to demonstrate the work of “Piping Supervisors” at actual construction sites.

USAID Jordan Economic Development Program (SABEQ) provides staff to facilitate the partnership and serve as a “neutral convener” and “trouble-shooter” to assure that common pitfalls are avoided and that program modifications are developed along the way. It also can assist the partnership to secure public recognition at appropriate times and technical assistance if needed. Tasks include:

- Preparation of Memoranda of Understanding
- Convening regular partners’ meetings for progress review
- Establishing benchmarks for progress and indicators of performance
- Managing, monitoring, and evaluating

### **Early Lessons from This Public-Private Partnership (PPP)**

Although this partnership is still in its early stages, some lessons have already emerged. The following sections of the report present a process for developing a PPP, based on the experiences of USAID Jordan Economic Development Program (SABEQ) in collaboration with Consolidated Contractors Company (CCC/MORGANTI) and Al-Balqa’ Applied University/ Al-Huson University College (AHUC).

#### **1- Choose the Partners**

This phase includes the work needed to set up the relationships among the partners. In this case, USAID Jordan Economic Development Program (SABEQ) and CCC/MORGANTI have taken the lead roles.

- Identify an economic sector with substantial labor force needs and potential interest in new training options. The successful approach is to tackle labor force needs **defined by the industry** and to match those needs with information about the prospective labor pool in Jordan. Industry-based information on current and future job opportunities, required education and skill levels, and wage and benefit packages. This data provides a profile of the labor supply in the sector, e.g., residence; skills, education and training levels; expectations regarding wages and benefits; and attitudes toward work. In Jordan, where foreign workers are prevalent and reputed to be better and cheaper workers, it is critical to assess the challenges that employers are facing with the local labor supply as well as the incentives that they offer to attract employees.
- A USAID Jordan Economic Development Program (SABEQ) tool can be used to complete the Labor Demand Analysis. This **Labor Demand Profile** organizes information from employers about job openings and required skill sets. (See Appendix B)
- **Identify key players in the selected business sector.** Consolidated Contractors Company (CCC/MORGANTI) is the company of interest. The Director of Human Resources, Mr. Suheil Hasib Sabbagh is the champion for the program, and he has the corporate mandate to develop the partnership. He discussed the plan with H.E the Minister of Labour who endorsed these plans and requested that it will be under his patronage.
- Discuss collaboration with the business regarding **matching workforce demand with training for workers to fill specific jobs.**
- Approach an entity among the public/private educational institutions that has the **potential to meet the training needs of the industry.** For example, it could be one or more of the following: a University, Community College, or the Vocational Training Corporation. In this case, Al-Balqa' Applied University/ Al-Huson University College (AHUC) is the partner. Additionally, the local VTC will be invited to send their instructors for the “training of the trainers” program.
- Review the supply’s skills and knowledge (graduates from the partnership’s training organization). Also, review the number of graduates in the fields needed by the private sector partner. **Compare this “supply” information to the labor force demand of the private sector** partner to determine where there are gaps and specific skill needs.
- **Identify the major skill gaps that could be bridged through revised training.** In this example, AHUC has some of the training components in place, and a supplemental 6-month specific training program can fill the gaps for graduates of AHUC. The new program will increase the number of people entering the field. Analysis indicates that if AHUC produces more graduates specialized in piping supervision and technology; the construction business will be able absorb them. Thus, a plan to design a new Associate Degree program has emerged because there is a need for well-trained graduates in this specialization.

- **Review the assets and limitations of the public education/training organizations:**
  - Current course offerings (knowledge, skill and competency development)
  - Current and potential enrollment capacity
  - Suitability of facilities, space, equipment, faculty and staff
  - Areas where the public institution will need to improve its capacities. The institution must be encouraged to be frank about what it can comfortably handle, what will be feasible with investment of expertise or financial support, and what is beyond its mission or capability
- All of this information provides the basis for an agreement between the private and public entities to form a PPP to offer **demand driven courses** rather than **supply driven courses** to achieve the desired workforce **Supply-Demand Match.**

This phase is also known as the “Sensitization/Motivation” phase.<sup>5</sup> The partnership focuses on the specific task at hand – in this case, a small training program to prepare 20-30 students for specific jobs at CCC/MORGANTI. However, in the future, it has the potential to shape the way that AHUC develops other programs and additional relationships with prospective employers for its students.

## 2- Form the Partnership

The next phase includes the tasks that establish the core elements of the partnership:

- Conduct a discussion between the public and private organizations to **establish priorities** among potential programs and select the best option.
- **Develop a general agreement about the courses that will be offered.**
  - Identify the training courses that are needed at the public institution.
  - Choose the course(s) that can be delivered best by the education/training organization in terms of available staff, space and current programs and courses.
  - Through collaboration among the partners, develop a curriculum outline for courses to address Practical Training Needs and Theoretical Training Needs.
- **Partners review together the space and facility requirements** for the program (e.g. classroom space, labs for practical application, equipment needs). The public institution responds with a proposed plan outlining what is available, its status and condition, and what more is needed to facilitate “demand driven” training.
- **Identify sources of instructors** from both the private sector partner and the training institutions. It is very important to assure that the instructors have industry

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<sup>5</sup> Brady and Gallison, op. cit.

experience and that they know how to teach the required skills and theoretical background.

- **Develop a plan for “training the trainers”**. The trainers may include current staff from both partner organizations as well as new hires. Sources for training the instructors may include the partner organizations as well as others. In the partnership described here, CCC/MORGANTI will provide the instructors for the initial round of training AND prepare AHUC teachers so that they can be instructors in the future.
- **Develop a plan for recruitment of students**. Consider where to solicit applications for enrollment. Will current workers in the industry be eligible? How will prospective trainees learn about the program? Will the job opportunities be attractive? In this case, recent graduates or current students of Al-Balqa’ Applied University/ Al-Huson University College (AHUC) will be recruited by the Al-Huson Career Development Center.
- **Prepare a budget** that covers:
  - Up-front development costs – e.g., curriculum development, facilities renovation, purchase/lease of equipment; training of trainers
  - Costs associated with delivering the training program
  - Student recruitment
  - Faculty pay
  - Ongoing operating expenses –costs per student to cover up-front investments and ongoing operating expenses and
  - Accommodating for some incentives, i.e. in cases where we need to encourage potential students to enroll in the program
- **Develop a monitoring and evaluation strategy**. This plan will make it clear what all partners expect from the partnership and provides information that will inform management and modification of the program over time.
  - Identify short-term (1 year) and long-term objectives (3 years), activities to achieve those objectives, expected results and a timeframe for expected accomplishments. (In this case, sample results from the first cycle of training includes: graduation of 20-30 trained supervisors; employment of all graduates; and AHUC instructors complete the Train the Trainer program.)
  - Select a few key indicators to measure results.
  - Identify how information will be gathered to assess results.
  - Identify key milestone dates when benchmarks for progress will be achieved.
  - Establish a schedule for review of progress compared to expected outcomes.
  - Establish a decision-making process for adjusting the program. In this case, the review committee will meet periodically to assess progress.

To minimize the risks of the students leaving the program and to make sure that the 20-30 chosen students are committed, the following procedures will be adopted before and during the program:



- CCC/MORGANTI, Al-Balqa' Applied University/ Al-Huson University College (AHUC) and Al-Huson CDC will conduct mutual selection through application forms and interviews with candidate students.
- Each accepted student will be asked to sign a commitment to fully participate in the training, and to work for CCC/MORGANTI for at least 1 year following the successful completion of the training program.
- During the program the student will be prepared mentally and psychologically to the working conditions at CCC/MORGANTI fields of operation by:
  - Conducting lectures about CCC/MORGANTI benefits, career development program, pathways, and incentives. The working areas, countries of operations, CCC-HSE management system will be highlighted through out these lectures.
  - Running movies through out the program to show the type and number of projects that CCC/MORGANTI had conducted.
- **Develop a public relations, media and outreach plan.** All of the partners can benefit from public recognition. In the early stages, recognition of the commitment to the partnership sanctions the core principles that underpin PPPs. Public officials can reinforce the important role of public-private partnerships in education, workforce development and economic development policy. Later, when specific results are achieved, benefits and lessons from the program can be reported. The plan could include:
  - Public events
  - Briefings for media and press releases
  - “Stories” about the individual partners in the PPP
  - “Stories” about program participants
  - “White” papers about public-private partnerships, including implementation strategies and public policy implications
- Determine how the partners will allocate responsibilities, tasks and expenses. In this example:
  - Al-Balqa' Applied University/ Al-Huson University College (AHUC) will provide space, staff to be trained, and handle ongoing operating expenses. It will recruit and enroll program participants.
  - The Career Development Center will provide English language training, workplace preparation training and computer skills training.
  - CCC/MORGANTI will provide equipment, trainers and inspectors, the curriculum, relevant site visits, and employment opportunities for graduates. It will train additional instructors as well.
  - USAID SABEQ will serve as the facilitator for the overall partnership, enable the partnership to develop a monitoring and evaluation plan and process, and collaborate on design of a public relations campaign.
- Sign a Memorandum of Understanding (MoU) to codify the agreements among the key parties. (See a sample MoU in Appendix III.)

### 3- Maintain the Partnership

The next phase includes the tasks needed to nurture the Partnership and make sure that it meets the goals and objectives of both parties. Al-Balqa'/AHUC/CCC/MORGANTI/USAID Jordan Economic Development Program (SABEQ) Partnership has not entered this phase yet. Nevertheless, certain key activities have been anticipated.

- **If the program is to meet the labor force needs of the employer**, as noted earlier, the **short-term objective** is to provide a six-month training program in "Supervisor Piping" for associate degree graduates. For the program to become sustainable, it must produce an adequate number of graduates and they must be able to perform satisfactorily when they move into jobs with CCC/MORGANTI. It is anticipated that 20-25 people will graduate from each cycle of training. Therefore, about 50 applicants will be needed from which 30 people with suitable credentials can be enrolled. Accounting for the possibility that from 5 to 10 people might withdraw during the program, a pool of at least 20-25 graduates will be ready to move into jobs. CCC/MORGANTI will provide job description of the related position.
- The **project also must benefit the education/training mandate of the host public organization**. In this case study, the curriculum will be used to design a new Associate or Bachelor degree in piping technology and supervision. It will attract a new cohort of students and produce graduates that are highly valued in the construction industry because there are well paying jobs immediately available.
- **Champions are important in these partnerships**. Currently, there are key individuals at each of the partners who have the authority to invest time and resources in the partnership and who are anxious to achieve success. Their effort is making the partnership successful and progressive. It is hoped that they and their successors will continue to champion the partnership and help expand the effort after the project is operational and "institutionalized".
- It is likely that staff will not be consistent throughout the life of a partnership, when people move on to other employment opportunities or locations. **The PPP should anticipate this pattern, and must plan how to provide orientation to new partner representatives** and how to incorporate new ideas into the project.

### 4- Monitor and Modify the Partnership

As the Partnership evolves, adjustments will be inevitable. This process is normal, and **regularly scheduled reviews should assess key components of the program and recommend course corrections**. The partnership in this case study gives USAID SABEQ the responsibility for helping the partners identify objectives and expected results, and facilitate the review process; as well as monitoring and evaluating the partnership and the results.

Some of the key elements that should be reviewed periodically include:

- Labor demand revisions of the private sector partner given market conditions in Jordan, the Middle East and worldwide
- Cost monitoring. It is important to assess the costs over time – including the start-up costs, operational expenses, cost/student and sources of revenue
- Adequacy of training to prepare students for the jobs they take (e.g. satisfaction of employers with the skills and competencies graduates enter the workforce with)
- Suitability of the “pipeline” of students – are there enough applicants? Do they have suitable knowledge, skills and attitudes before and after they complete the program? Do they stay in the training and graduate? Do they take the jobs offered and perform well?
- Are the partners achieving their respective objectives?
- Progress on timing of key tasks: Is the project on schedule? If not, what are the barriers and how can they be removed?
- Are all partners carrying out their responsibilities? Are there problems that need to be addressed?

## 5- Replicate Partnerships in Other Industry Sectors

This paper describes a **Model Process** for identifying and meeting demand driven skill development in collaboration with an industry partner. It can be adapted and replicated in many sectors. It shows how partnerships enable associations to extend their reach beyond what staff and board members of one organization can do alone. It offers a strategic tool for growth and innovation to assist organizations to realize their missions. “Success Stories” illustrate the benefits for all partners (e.g. “**Employment of Jordanians**” on the labor supply side and the “**availability of skilled labor and flexibility**” on the labor demand side) can be used to promote replication by other educational institutions and industries.

This phase also has been called the “Engagement Phase”.<sup>6</sup> Successful implementation and modeling allows for expansion to multiple partnerships and emergence of organized structures to maintain them. It also opens the door to discussions about policy changes that would support the principles of strong private sector / public sector collaboration.

The ideal outcome is emergence of the final stage known as “**Evaluation and Growth**”.<sup>7</sup> Here public agencies and universities incorporate strategies to assure that a continuum of

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<sup>6</sup> Brady and Gallison, op. cit.

<sup>7</sup> Ibid.

learning is in place to reflect the practical and theoretical dynamics of the labor market. Incentives encourage private industry to engage with educational institutions. Decentralized decision-making allows public institutions to develop projects that are responsive to local conditions and opportunities. Processes for periodic evaluation, reflection, and adaptation are in place.

The formation of public private partnerships expands the impact and engagement of all of the partners to meet common goals and objectives. The result is a cycle of engagements that help: 1) training institutions assure that they are meeting the demands of the industry/private sector; 2) engage the private sector with training institutions; and 3) expand the impact of donor funds; and 4) institutionalize the partnership for sustainability and continued benefits over time.

It is a win – win – win situation. Graduates are trained and employable. Institutions are graduating students that are in high demand in industry and the private sector. Instructors are trained, and are training students on appropriate up to date equipment supplied by the private sector. Curriculum is improved continuously through engagement of the private sector with the training institution. Institutionalized partnerships assure that the benefits are continuously adjusting to needs; continuously improved and sustained and continue to contribute to meeting all partners' objectives.

## APPENDICES

- A. Checklist for Implementation of a Public-Private Partnership for **Workforce Development**
- B. Sample Memorandum of Understanding
- C. **Labor Demand Profile Questionnaire**

## APPENDIX A: CHECKLIST FOR IMPLEMENTATION OF A PUBLIC-PRIVATE PARTNERSHIP FOR WORKFORCE DEVELOPMENT

### PHASE I: CHOOSE THE PARTNERS

- Identify an economic sector with substantial labor force demands and interest in developing new training options.
- Identify key players in the sector and propose collaboration with a training partner;
- Approach prospective training partner(s).
- Review the match between labor force demands of the private sector partner and the existing labor supply produced by the training partner(s).
- Identify assets and limitations of programs provided by the training partner.
- Agree on desirability of forming a PPP to meet the objectives of all partners.

### PHASE II: FORM THE PARTNERSHIP

- Review options and select the most feasible and productive ones.
- Develop curriculum plan and responsibilities for implementation.
- Identify staffing needs and sources of instructors.
- Secure space and equipment.
- Set enrollment and graduation targets and develop a recruitment plan.
- Prepare a budget that identifies start-up costs and ongoing operating costs. Identify sources of revenue.
- Develop a plan for program monitoring and an evaluation strategy.
- Develop a public relations plan.
- Establish roles and responsibilities of the partners.
- Create and sign a Memorandum of Understanding amongst the partners.

### PHASE III: MAINTAIN THE PARTNERSHIP

- Respect the common and different short-term and long-term objectives of partners.
- Identify champions from all partners who will maintain commitment and flexibility needed to help the program flourish.
- Be prepared for staff turnover and transitions at the partner organizations so that new participants can join easily and productively.

### PHASE IV: MONITOR AND MODIFY THE PARTNERSHIP

- Hold regular review sessions to review changes in environmental/external factors and progress of program components.
- Modify the program as needed. Flexibility to meet changing demands in the labor market is critical for sustainability.

### PHASE V: REPLICATION

- Explore additional training programs for the existing partners.
- Explore options in other business sectors.
- Explore public policy implementation of principles of public-private partnerships.

## APPENDIX B: SAMPLE MEMORANDUM OF UNDERSTANDING

### Memorandum of Understanding

Between

**Consolidated Contractors Company (CCC/MORGANTI),  
Al-Balqa' Applied University/ Al-Huson University College,  
Al-Huson Career Development Center (CDC) funded by USAID**

and

**USAID Jordan Economic Development Program (SABEQ)**

To

**Establish a training center at Al-Huson University College to Train the students on  
“Piping Supervision”**

**Under the Auspices of H. E the Minister of Labor**

This Memorandum of Understanding (MoU) establishes a partnership between the Consolidated Contractors Company and the Morganti Group Inc. (CCC/MORGANTI), Al-Balqa' Applied University/ Al-Huson University College (AHUC) through Al-Huson Career Development Center (CDC) funded by the USAID, and the USAID Jordan Economic Development Program (SABEQ).

### I. PURPOSE and SCOPE

Hereinafter referred to as "Partner(s)", the Parties hereby agree to cooperate in delivering an educational training program to graduate piping supervisors for:

- 1- Graduates with associate degrees to be trained for a period of six months in piping technology and supervision; and/or
- 2- General Secondary Education Certificate (Tawjihi) holders enroll in a two-year program in piping and other mandatory required courses to graduate with an associate degree in piping technology and supervision.

Through collaborative efforts and contributions of the four parties:

Party “A” refers to Consolidated Contractors Company and the Morganti Group Inc. (CCC/MORGANTI)

Party “B” refers to Al-Balqa' Applied University/ Al-Huson University College

Party “C” refers to the Al-Huson Career Development Center funded by USAID

Party “D” refers to the USAID Jordan Economic Development Program (SABEQ)

The purpose of this MoU is to achieve strategic affiliation between CCC/MORGANTI and Al-Balqa' Applied University/ Al-Huson University College through Al-Huson CDC to

provide customized competency based training and curriculum to mutually selected and agreed upon number of trainees per year to work as a “Piping Supervisor” in CCC/MORGANTI and other local companies.

## II. RESPONSIBILITIES

Each party will appoint a person to serve as official contact and coordinate the activities of each party in carrying out this MoU. The initial appointees of each party are:

CCC/MORGANTI	AHUC Dean of Al Huson University College	CDC	USAID Jordan Economic Development Program (SABEQ)
Mr. Joe Doumani	Prof. Dr. Saad Abu Qudais	Dr. Ayman Maqableh and Dr. Montasser Tahat	Dr. Hussien Al-Wedyan

The parties agree to the following tasks for this MoU:

### PARTY “A” SCOPE:

CCC/MORGANTI will, from the commencement of the MoU, provide the following:

- Establish the curriculum of the specialized training as per approved international procedures.
- Contribute all necessary training aids, training delivery and assessment materials in accordance with the accreditation body’s standards and the requirements of the International market.
- Provide qualified trainers to train current AHUC and CDC instructors and managers to deliver both theoretical & practical components of the curriculum.
- Provide certified inspectors, as and where needed.
- Provide administrative and management expertise to operate and manage the AHUC training center and support, mentor and advise local AHUC and CDC management for capacity building.
- Provide internationally recognized training packages, delivery & assessment guides and certification as required and agreed upon by both parties.
- Provide site visits, in-country training, and exchange visits for AHUC and CDC managers, trainers, and selected trainees to the CCC/MORGANTI sites.
- Provide employment opportunities for graduate students.
- Provide all the required machinery for the training program.
- Funding to an agreed level for the renovation / refurbishment and maintenance of the chosen Training Workshop.
- Provide partial funding for the annual operating costs.



CCC/MORGANTI will also endeavor to certify the Al-Huson University College Training Center by internationally recognized accreditation institutes, or agencies. The MOL/VTC is invited to participate in this MoU by nominating instructors at their cost to attend the training at AHUC to develop their skills for future training of piping at their VTC.

**PARTY “B” SCOPE:**

Al-Balqa’ Applied University/ Al-Huson University College will provide:

- All the required buildings: offices, workshops, class rooms; utilities including water and electricity as agreed between both parties
- Administrative and Management Support Staff
- Funding to an agreed level for the renovation / refurbishment and maintenance of the chosen Training Center
- Partial Funding for the annual operating costs
- Student recruitment, registration, certificates and graduation
- Supervision of day-to-day work

**PARTY “C” SCOPE:**

Al-Huson Career Development Center, funded through USAID Jordan Economic Development Program (SABEQ) will provide:

- English training
- Computer skills
- Workplace preparation training for the students
- Instructors, preferably with industry experience

**Party “D” SCOPE”:**

The USAID Jordan Economic Development Program (SABEQ) will provide:

- Convening meetings with all parties every month to ensure productivity
- Coordination of program monitoring and evaluation results and media outreach
- Coordination of funding from the Government Of Jordan, private sector organizations, international donors, etc.

**III. TERMS OF UNDERSTANDING:**

The terms of this MoU is for a period of three (3) years from the effective date of this agreement and may be extended upon written mutual agreement. It shall be reviewed at least annually to ensure that it is fulfilling its purpose and to make any necessary revisions or amendments.

Either party may terminate this MoU upon six months written notice without penalties or liabilities.

**Authorization**

The signing of this MoU is not a formal undertaking. It implies that the signatories will strive to reach, to the best of their ability, the objectives stated in the MoU.

**For and On Behalf of Consolidated Contractors Company (CCC/MORGANTI)**

Name: Mr. Suheil Sabbagh

Signature:

Date:

Title: Director Group Human Resources

**For and On Behalf of the Al Balqa' Applied University**

Name: Professor Omar Rimawi

Signature:

Date:

Title: President of Al-Balqa' Applied University

**For and On Behalf of USAID Jordan Economic Development Program (SABEQ)**

Name: Mr. Laith Al-Qasem

Signature:

Date:

Title: Chief of Party

**Witnessed by H. E. the Minister of Labor**

Name:

Signature:

Date:

Title:

**Witnessed by United States Agency for International Development:**

Name:

Signature:

Date:

Title:

APPENDIX C: LABOR DEMAND PROFILE QUESTIONNAIRE

**Labor Force Process  
Labor Market Demand Assessment**

<b>Company Name</b>	
<b>Interviewer</b>	
<b>Interviewee</b>	
<b>Interview Date</b>	
<b>Interview Location</b>	

<b>Total Number of current employees</b>	
<b>Projected total number of employees after 5 years</b>	
<b>Factory/Business locations</b>	
<b>Satellite factories location, if any</b>	
<b>Number of offices in Jordan</b>	
<b>Number of offices in other countries</b>	

<b>Total number of employees at the new facility</b>	
<b>New facility location/ Address</b>	
<b>Kind of jobs at the new facility</b>	

<b>Management Level for the New Facility</b>		
<b>Total number of positions to be filled</b>		
<b>Benefits provided to employees</b>		
	Social Security	YES/ NO

	Transportation/ To- From work	YES/ NO
	Accommodation/ Lodging	YES/ NO
	Health insurance	YES/ NO
	Food allowance	YES/ NO
	Meals / In kind	YES/ NO
	Day care availability	YES/ NO
	Other	
Working hours- Options		
	Full time only	YES/ NO
	Hourly basis	YES/ NO
	Option for flexible hours/Days	YES/ NO
	Option for part time	YES/ NO
	Overtime	YES/ NO
	Other	
Work from home		
Salary range (Monthly JD)		
Contract Options		
	Annual	YES/ NO
	Long term	YES/ NO
	Short term	YES/ NO
	Other	
Minimum Academic Level Required		
	Vocational School (12th Grade)	YES/ NO
	Vocational Training Center	YES/ NO
	10th grade graduate	YES/ NO
	Associate degree	YES/

		NO
	Bachelor degree	YES/ NO
	Masters	YES/ NO
	PHD	YES/ NO
	Other	
Other Requirements for employment		
	Non Smoking	YES/ NO
	Driving License	YES/ NO
	Mobile Phone	YES/ NO
	Physical Examinations	YES/ NO
	Other	
Recruitment Methodology		
	Ads	YES/ NO
	References	YES/ NO
	Exams	YES/ NO
	Interviews	YES/ NO

Other

<b>Labor Level for the New Facility</b>		
Total number of positions to be filled - Technical - Management - Other		
Benefits provided to employees		
	Social Security	YES/ NO
	Transportation/ To- From work	YES/ NO
	Accommodation/ Lodging	YES/ NO
	Health insurance	YES/ NO

	Food allowance	YES/ NO
	Meals / In kind	YES/ NO
	Day care availability	YES/ NO
	Other	
Working hours- Options		
	Full time only	YES/ NO
	Hourly basis	YES/ NO
	Option for flexible hours	YES/ NO
	Option for part time	YES/ NO
	Overtime	YES/ NO
	Other	
Work from home		
Salary range (Monthly JD)		
Contract Options		
	Annual	YES/ NO
	Long term	YES/ NO
	Short term	
	Other	
Minimum Labor Skills Required		
	Semi skilled	YES/ NO
	Skilled	YES/ NO
	Technician	YES/ NO
	Supervisor	YES/ NO
	Other	
Minimum Academic Skills Required		
	Vocational School (12th Grade)	YES/ NO
	Vocational	YES/

	Training Center	NO
	10th grade graduate	YES/ NO
	Associate degree	YES/ NO
	Bachelor degree	YES/ NO
	Masters	YES/ NO
	PHD	YES/ NO
	Other	
<b>Other Requirements for employment</b>		
	Non Smoking	YES/ NO
	Driving License	YES/ NO
	Mobile Phone	YES/ NO
	Physical Examinations	YES/ NO
	Other	
<b>Recruitment Methodology</b>		
	Ads	YES/ NO
	References	YES/ NO
	Exams	YES/ NO

Interviews YES/  
NO

<b>HR System for the New Facility</b>		
<b>Performance Appraisals Strategies</b>		
	Monthly	YES/ NO
	Every 6 months	YES/ NO
	Annual	YES/ NO
	No appraisal	YES/ NO
	Other	
<b>Incentives</b>		
	13 Salary	YES/



		NO
	14 Salary	YES/ NO
	Bonuses	YES/ NO
	Shares	YES/ NO
	Other	
Gender Integration		
	Only men employed	YES/ NO
	Only women employed	YES/ NO
	Men only shifts	YES/ NO
	Women only shifts	
	Other	
Probation period at beginning of employment		YES/ NO
Clinic at the Facility		YES/ NO
Social activities		
	Monthly celebrations	YES/ NO
	Frequent gatherings	YES/ NO
	Other	YES/ NO
Social committee		YES/ NO
Communication with management		
	Weekly meeting	YES/ NO
	Monthly meeting	YES/ NO
	Suggestions box	YES/ NO
	Open office	YES/ NO
	Other	

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