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Teacher management in refugee settings: **Public schools in Jordan**

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List of acronyms

3RP	Regional Refugee and Resilience Plan
CPD	continuing professional development
CRRF	Comprehensive Refugee Response Framework
CSB	Civil Service Bureau
DCU	Development and Coordination Unit
EMIS	Education Management Information System
EQAU	Education Quality Assurance Unit
ERSP	Education Reform Support Program
ESP	Education Strategic Plan 2018–2022
EU	European Union
GCR	Global Compact on Refugees
HR	human resources
ICT	information and communication technology
IIEP-UNESCO	UNESCO International Institute for Educational Planning
IPNAT	Induction Programme for Newly Appointed Teachers
IRC	International Rescue Committee
ITE	initial teacher education
ITED	Initial Teacher Education Diploma
JRP	Jordan Response Plan
MD SPR	Managing Director, Strategic Planning and Research
MoE	Ministry of Education
MoPIC	Ministry of Planning and International Cooperation
MoU	Memorandum of Understanding
NCHRD	National Committee for Human Resource Development

NRC	Norwegian Refugee Council
NSHRD	National Strategy for Human Resource Development 2016–2025
NTS	National Teacher Survey
OECD	Organisation for Economic Co-operation and Development
Ofsted	Office for Standards in Education, Children's Services and Skills (UK)
QA	quality assurance
QRC	Queen Rania Centre
QRF	Queen Rania Foundation
QRTA	Queen Rania Teacher Academy
RAMP	Early Grade Reading and Mathematics Project
SDG	Sustainable Development Goals
SEED	Science Education and Enhancement Development
TALIS	Teaching and Learning International Survey
TEPD	Teacher Education Professional Diploma
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
USAID	United States Agency for International Development

Overview

Globally, there are 70.8 million forcibly displaced persons, the highest number since the Second World War. Among these are 25.9 million refugees, over half of whom are children. This unprecedented displacement poses challenges for the world's education systems.

In fact, Goal 4 of the United Nations (UN) Sustainable Development Goals (SDGs), which seeks to ‘ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’, remains far out of reach for many of the world’s refugees. According to a recent report from the International Rescue Committee (IRC), refugees are largely excluded from SDG-related data collection, monitoring frameworks, and national reporting and development plans.¹ As of 2018, only 63% and 24% of refugees had access to primary and secondary schooling respectively.² There is therefore an urgent need to improve the equitable provision of quality education that is inclusive of refugees.

Effective teacher management is a key policy lever to ensuring inclusive, equitable and quality education systems. Research has shown that the quality of the teaching workforce is the most important factor affecting student learning among those that are open to policy influence.³ In crisis and displacement situations, the role of teachers is particularly significant; they are the ‘key to successful inclusion’ and are sometimes the only resource available to students.⁴ Teachers are a source of continuity in students’ disrupted lives; they play a key role in developing their social and emotional skills and in protecting and supporting their scholastic success.⁵ However, teachers working in refugee contexts are unable to play this crucial role without appropriate support and training to be able to handle the often overcrowded, mixed-age and multilingual classrooms.⁶

Although teachers and teaching practices have received increasing attention in education in emergencies research in the last few years,⁷ most of the data available about teachers of refugees are limited to numbers of teachers, qualifications and certification, and compensation.⁸ Indeed, it is understandable that these data are cited most often in the discourse, considering that mass shortages, particularly of qualified teachers, are a significant problem ‘across displacement settings, both at the onset of crisis and in cases of protracted displacement’.⁹

More research is needed – particularly from the perspectives of teachers in refugee settings – to identify the many challenges they face and to support the development of strategies to overcome them. Challenges include a lack of appropriate preparation to provide psychosocial support and practise self-care, uncertain career opportunities, financial and social insecurity, language barriers, gender inequality, and a lack of coordination between the many non-governmental and governmental actors involved.¹⁰

As more emergencies become protracted crises and refugee populations continue to grow, there is an urgent need for evidence to guide the development and implementation of policies for the effective management of teachers working with the populations affected. Such research should pay attention to the dynamics and context of the displacement crisis, focusing on teachers *in refugee settings* rather than teachers *of refugees*, as not only can the global refugee

¹ IRC (2019) ² UNHCR (2019b) ³ OECD (2010) ⁴ UNESCO (2019); World Bank (2010) ⁵ Richardson et al. (2018) ⁶ UNESCO (2019) ⁷ INEE (2019) ⁸ Richardson et al. (2018) ⁹ UNESCO (2019)

¹⁰ Mendenhall et al. (2018)

Box 1: Teacher management

The studies conducted as part of this research programme examine teacher management policies in refugee settings. Broadly speaking, teacher management is a ‘process which encompasses the personnel functions relating to the appointment of teachers, their deployment, confirmation, appraisal and professional development, promotion, discipline and all other matters affecting their teaching service’.¹¹ Following a review of the relevant international standards and frameworks, such as the 1966 International Labour Organization / UNESCO *Recommendation concerning the Status of Teachers* and the Inter-agency Network for Education in Emergencies (INEE) *Minimum Standards for Education* (2010), we have grouped these personnel functions into three key categories to guide our data collection and analysis: (1) recruitment and deployment, (2) teacher professional development, and (3) job conditions, supervision and appraisal, and career path. Underpinning this research is the idea that strengthening the teacher management process will lead to improved motivation, wellbeing, teaching quality and retention in the teaching workforce, which will in turn help to ensure quality and inclusive education for refugees and host communities alike.

crisis change from day to day with the outbreak of new crises, including climate-related emergencies, but sometimes host communities are just as vulnerable, if not more so, than their refugee peers. In other words, research is needed that will align with the ‘whole-society approach’ advocated by the international community and support planning for the society as a whole, instead of planning in parallel for the host community and the refugee community.

A programme of research in response

In 2018, IIEP-UNESCO and Education Development Trust jointly published a review of the literature relating to teacher management in refugee settings.¹² The review concludes that for displaced populations, realising their legal rights, where afforded, can be challenging when international frameworks have not been ratified or adapted into national legal frameworks. It can be equally difficult when legal frameworks are poorly integrated into social service policies, plans and strategies (e.g. within national education sector plans).

Also, research is needed to understand what host governments managing large refugee populations have done to reconcile the tensions between their international obligations and their capacity to fulfil these. Relatedly, research is needed on how the Global Compact on Refugees (GCR) will affect government capacity to effectively manage teachers of refugees. Overall, we need to learn more about how to provide education to refugee children by better exploring examples of teacher management models.

The review also concludes that much of the literature indicates that teachers from the refugee community are best placed to teach, or should at least be a part of the education provision. Host countries are aware of this, and are utilising refugees to support national teachers, as is the case to some extent in Ethiopia, Kenya and Turkey. Nevertheless, in most contexts more and more national teachers are teaching refugees, with very limited support and preparation. Fragmented information on refugee teachers, coupled with a lack of information on host teachers charged with refugee students’ education, points to a need for more research. Issues like the portability of certification and adequate pay are important management factors for both refugee and national teachers. Yet, beyond these issues, there are few studies that critically analyse teachers’ perceptions. A wider study of how teachers of refugees perceive their selection and management will go a long way to ensuring policies and programmes are appropriate, effective and sustainable.

Following the review’s conclusions, IIEP-UNESCO and Education Development Trust embarked on a multi-year, multi-country research initiative aiming to provide research-informed policy recommendations for more effective teacher management in refugee settings, supporting UNESCO member states and other partners in responding to the call set out in the *Incheon Declaration and Framework for Action for the Implementation of Sustainable Development Goal 4*:¹³

to ensure that teachers ... are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems.

At the time of writing, five case studies have been completed or are under way. These include a completed report on Ethiopia and two reports on Jordan – this report on teachers working with Syrian refugees in host community public schools and another report on teachers working with Palestine refugees in schools run by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in Jordan – plus a further two country studies taking place in Kenya and Uganda.

¹¹ Halliday (1995) ¹² Richardson et al. (2018) ¹³ UNESCO (2015)

Jordan country study

Over the past decades, Jordan has made considerable progress in education. The country now offers ten years of compulsory and free basic education, and has seen improved enrolment rates, school survival rates and gender parity, particularly at the primary level. The Government of Jordan has also provided a protective environment for refugees from the region over the years and has made significant commitments to refugee education, including by allowing refugee students to enrol in formal basic education and by working with partners to facilitate access to non- and informal education programmes for children who are not able to participate in regular education.

However, multiple challenges remain that the Government of Jordan and its partners are working to address in order to ensure that all children in the Kingdom are able to participate in quality education as per Goal 4 of the SDGs,¹⁴ which seeks to ‘ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’. Though estimates vary, according to a recent United Nations Children’s Fund (UNICEF) report, over 112,000 primary school-aged children are still out of school in Jordan,¹⁵ while absenteeism is relatively high and student learning outcomes have declined in some areas.¹⁶

While many Palestine refugees are well integrated into Jordanian primary schools, or provided for through schools run by UNRWA, the more recent influx of Syrian refugee children since 2011 has led to challenges when it comes to access to and quality of education for refugees and Jordanians alike, including overcrowding, a strain on teaching resources, and a reduction in actual teaching time due to the increased number of schools operating multiple shifts.¹⁷

Further, with about one third of Jordan’s current population aged between 0 and 14 years, and that proportion projected to increase in the coming years, the Government of Jordan has recognised the importance of improving education access without making sacrifices in equity and quality as an urgent priority in its current education and development agendas.¹⁸ In its *National Strategy for Human Resource Development 2016–2025* (NSHRD), the Government of Jordan has described the refugee crisis and the ongoing projected growth in the youth population as having ‘the potential to amplify opportunities or intensify challenges for development’ and noted that: ‘Education is the key to transforming these daunting population trends into opportunities for growth and development.’¹⁹

Ensuring that all children are able to complete quality, equitable and inclusive basic education will require innovative policy solutions that place teachers at the centre. To this end, this case study aims to contribute to the burgeoning evidence base on teachers working in crisis and displacement contexts and to provide the Government of Jordan and key partners with research-informed policy guidance on the effective management of teachers to ensure quality education for refugees and vulnerable Jordanians alike.

Using a collaborative, two-phased, mixed-methods approach, the research examines how teachers are managed in policy and practice, focusing on schools catering to Syrian refugees outside refugee camps in Jordan.²⁰ The case study identifies promising policies and practices and gaps in policy and practice in order to reveal potential areas for further development and successful implementation of policies to support effective teacher management in refugee settings.

The study had three objectives

1. Build an understanding of the policy landscape guiding the management of elementary-level (Grade 1 to Grade 6) teachers in public schools that cater to Syrian refugees in host communities by identifying and exploring with research participants:

- a.** relevant international, regional and national policies,
- b.** perceptions of the enactment of these policies, and
- c.** awareness of these policies at different levels of the education system.

2. Explore teacher management in practice by examining:

- a.** who is teaching Syrian refugees in public schools in host communities,
- b.** recruitment and deployment,
- c.** teacher professional development,
- d.** job conditions, supervision and appraisal, and career paths, and
- e.** motivation and wellbeing, teaching quality, and retention.

3. Identify promising areas for further policy development and implementation to support effective teacher management in practice.

The presentation of findings is structured through these objectives as outlined in table 1 (page 14).

¹⁴ UN (2015a) ¹⁵ UNICEF (2020) ¹⁶ NCHRD (2015) ¹⁷ Jordan MoE (2018) ¹⁸ Jordan MoE (2018) ¹⁹ NCHRD (2015, p.50) ²⁰ For an analysis of teacher management in the UNRWA system in Jordan, please refer to the report *Teacher management in refugee settings: UNRWA schools in Jordan* (IIEP-UNESCO and EdDevTrust, forthcoming).

Table 1: Structure of report findings

Part 1	<ul style="list-style-type: none"> a Policy landscape framing teacher management in public schools catering to Syrian refugees b Perceptions of policy enactment c Awareness of policies
Part 2	<ul style="list-style-type: none"> a Who teaches Syrian refugees in public schools? b Recruitment and deployment c Teacher training and professional development d Job conditions, supervision and appraisal, and career path e Motivation and wellbeing, teaching quality, and retention
Part 3	<ul style="list-style-type: none"> a Promising areas for policy and practice b Strengthening teacher management in refugee settings

In Jordan, the research was conducted in two phases

- Phase 1, which explored the policy landscape framing the management of teachers in refugee settings in Jordan, the profile of the teaching workforce, and the management of teachers in practice at the school level.
- Phase 2, which further explored perceptions of the policy enactment process, or how policies are communicated, interpreted, discussed and implemented at various levels of governance.

The case study adopted a mixed-methods approach

- Policy document analysis
- Analysis of available secondary data (e.g. the Education Management Information System (EMIS))
- Analysis of data from Jordan's 2018 National Teacher Survey (NTS), which was conducted by the Queen Rania Foundation (QRF) on behalf of the Ministry of Education (MoE)
- Semi-structured interviews with central-level stakeholders, including the MoE, the Civil Service Bureau (CSB), UNICEF, the Queen Rania Teacher Academy (QRTA) and the University of Jordan
- Semi-structured interviews with principals
- Focus groups with teachers
- Semi-structured interviews with stakeholders at Field Directorates, the administrative government bodies responsible for education planning and management at the district level.

Summary of key findings

Part 1: Policy landscape

This part addresses the first of the three study objectives, to build an understanding of the policy landscape guiding the management of teachers in MoE schools catering to Syrian refugees.

Part 1a: Policy landscape framing teacher management in public schools catering to Syrian refugees

Even in the absence of national legislation relating explicitly to refugees, Jordan's policy framework demonstrates a considerable effort to integrate Syrian refugees into the national education system, thereby reflecting international and regional commitments to developing and implementing long-term solutions to support refugees that also benefit host communities.

Jordan's existing national education plans and strategies aim to ensure equal access for Syrian refugees through, for example, the opening of additional second shifts at public schools in host communities and schools in refugee camps, and allowing Syrians to obtain Jordanian education certificates.

The MoE and partners have identified teacher management as a top priority, particularly when it comes to teachers' qualifications and career progression linked to professional development, based on the assumption that these strategies will raise the status of the profession and ultimately improve the quality of the education system as a whole, implicitly including refugees.

Table 2 (page 15) summarises the key policy documents relevant to teacher management in refugee settings in Jordan.

Table 2: Key policy documents framing teacher management in Jordan

Policy name	Relevance to teacher management in refugee settings
Education for Prosperity: Delivering Results: A National Strategy for Human Resource Development 2016–2025 (NSHRD)	The NSHRD calls for the government and partners to deliver: ‘For education providers and teachers: the capacity and tools to support learners across the Kingdom to realise their ambitions – with respect, fulfilment, and rewards to match.’ This strategy emphasises the importance of increased efforts and support from the international community in order to improve access to and quality of education for both Syrian refugees and vulnerable Jordanians.
National Education Strategic Plan 2018–2022 (ESP)	The MoE developed the ESP to support the implementation of the NSHRD and guide the necessary reforms in the education sector. The plan focuses on six priority areas: early childhood education, access and equity, quality, system strengthening, human resources, and vocational education.
Civil Services Bureau (CSB) Bylaw regulating the work of civil servants	This bylaw outlines the responsibilities of the CSB in writing job descriptions for civil service roles, determining what qualifications are required, determining selection criteria for roles, and determining what temporary jobs might be needed to carry out specific government functions. The CSB Bylaw also outlines salaries of different grades or ‘ranks’, the number of years working required to be eligible for pay rises, and different allowances for individuals based on certain factors. As a supplement to the CSB Bylaw, the CSB also issued a <i>Civil Service Succession Planning Guide</i> , which is intended to boost competency-based human resource management.
National Standards for the Teaching Profession	This document is the technical foundation for all steps of the teacher’s career path as related to professional development and qualifications. One of the key objectives is to build a common concept about the status of male and female teachers, their social and professional identity, and the professional competencies required of them. The Standards also set out guidance for training bodies that work with teachers and attempt to lay a foundation for the evaluation of teacher performance, both in terms of external and self-evaluation.
Code of Conduct and Ethics for Teachers	This document defines community expectations of teachers in terms of their daily personal and professional behaviour, values, and attitudes towards students and colleagues in formal and informal environments. In line with the <i>National Standards for the Teaching Profession</i> , the Constitution of the Hashemite Kingdom of Jordan, and the Education Law, this document represents a reference framework for the development, implementation and monitoring of individualised professional codes of conduct that are to be prepared by educational and administrative staff in Jordan’s schools. These codes of conduct are expected to support teachers to develop a values and ethics system to guide their professional and personal lives, and should be reviewed and further developed throughout teachers’ careers.
Teacher Ranking document	In 2020, the MoE revised the teacher ranking system to create clearer guidelines on how teachers can experience career progression. The document sets out five key teacher roles (teacher assistant, teacher, first teacher, expert teacher and leader teacher) and what qualifications and experience are required for each of them. The ranking document is applicable to all teachers employed through the CSB.

Part 1b: Perceptions of policy enactment

The research revealed positive developments when it comes to policy enactment, or the process by which policies are designed, disseminated, interpreted and implemented.

- At the central level, there is a continuous effort to engage stakeholders from sub-national and school levels in the policy development process.
- The refugee crisis has been progressively incorporated into national development plans, with the MoE playing an increasing role in coordinating the response across partners.

However, despite efforts to engage stakeholders from sub-national levels, the policy development process takes place mainly at the central level, with no systematic participation by the Field Directorates. Such flaws may hinder the integration of challenges encountered by teachers teaching refugees into the policy response.

Part 1c: Awareness of policy

Awareness of the different policies that apply to teacher management is strong, both at the Field Directorate and school levels, due to multiple communication channels used by the MoE.

Additionally, there is a planned robust monitoring and evaluation framework for the ESP, offering multiple opportunities for actors at all levels to raise their awareness of progress towards successful policy implementation.

Part 2: Who teaches Syrian refugees in public schools and how are they managed?

This part addresses the second of the three study objectives as relates to who is teaching Syrian refugees and how they are managed in practice.

Part 2a: Who teaches Syrian refugees in public schools?

There are two types of teachers who work in MoE schools catering to Syrian refugees in host communities in Jordan (not including substitute teachers):

- permanent teachers, who are civil servants on regular contracts hired by the CSB in collaboration with the MoE
- daily paid teachers, who do not have regular contracts, are recruited and deployed by the Field Directorate, and are paid based on number of days worked.

Generally, Syrians in host communities are taught by daily paid teachers in the second shift of double-shift schools, though there are some permanent teachers working in these shifts, and there are some Syrians who are integrated into classes with Jordanian learners in the morning shift or in single-shift schools.

At the time of writing this report, Syrian refugees were not entitled to work as teachers, as teaching is a profession reserved for those with Jordanian citizenship. In other words, all teachers included in this study, whether permanent or daily paid, were Jordanian nationals.

According to data from the NTS 2018, teachers in second-shift Syrian schools are younger on average than teachers in schools with no Syrian students, but they have similar education levels, even though most of them are hired on a daily paid basis.

There is a shortage of male teachers in the whole system, due in part to a cultural understanding of gender roles. Despite beliefs about the suitability of the teaching profession for women, a number of female teachers interviewed during the research noted that they had not wanted to go into teaching, but it was the only career path open to them.

Part 2b: Recruitment and deployment

A total of 93% of all elementary-level teachers surveyed as part of the NTS 2018 hold at least a bachelor's degree, suggesting that the policy requiring a minimum of a bachelor's degree in education or in a relevant subject in order to become a teacher has been successfully implemented in practice. Interestingly, a larger proportion of teachers at Syrian second-shift schools meet the minimum requirement than at schools with no Syrian refugees, suggesting that some permanent teachers in schools with no Syrians entered the profession before the minimum requirements were introduced.

While the CSB is in charge of recruiting and deploying permanent teachers, daily paid teachers are managed by the Field Directorate. According to a representative from the MoE, there are instructions from the central level to the Field Directorates on these 'additional education' appointments. However, principals and teachers noted that there was no formal regulatory framework to follow.

Many permanent teachers interviewed as part of the study explained they had experienced long waiting times before being appointed to a school in their current position, with many having worked as daily paid teachers in double-shift schools while they were waiting.

In some schools, permanent teachers from the morning shift work as daily paid teachers in the afternoon shift, as a strategy to address teacher shortages, particularly at boys' schools in larger directorates. While most of these dual appointments were made to address shortages, some principals explained that they had made requests to the Field Directorate to give dual appointments to one or two permanent teachers from the morning shift to support inexperienced colleagues in the afternoon shift and to ensure that Syrian students would benefit from more experienced permanent teachers. In schools where these dual appointments were common, there were concerns that the increased workload for these teachers would have negative impacts on their wellbeing, leading to problems with the quality of education provision for refugee learners.

While daily paid teachers who are filling vacant posts are typically replaced each semester, according to a senior representative from the MoE, in order to ensure that other daily paid teachers are able to acquire teaching experience, Field Directorates and schools are encouraged to retain daily paid teachers working with Syrian students in the same posts for more than one semester to provide continuity for refugee learners and to ensure they do not have to spend more money each semester on training new teachers to work with these learners. This strategy for ensuring continuity has been prioritised by both central-level representatives from the MoE and donors who contribute funds towards second-shift schools for Syrians, including salaries for daily paid teachers.

Part 2c: Teacher training and professional development

While the Bachelor of Education programme that is required of all general teachers includes pedagogical coursework and a practicum, the hours devoted to these elements have decreased, despite a broad recognition of their importance in ensuring adequate pre-service preparation. In general, subject teachers do not receive any pre-service pedagogical training or practical experience since Field Teacher programmes were scrapped in 2006.

In recognition of the limited opportunities for high-quality pre-service teacher education in the country, the MoE tasked the QRTA with creating a postgraduate teaching diploma for classroom and subject teachers, which was launched as a merit-based scholarship programme in 2016.

The MoE has been working with partners to expand access to such postgraduate pre-service programmes, including self-financing ones, which would also serve to raise the status of the profession. However, requiring a postgraduate qualification of teachers is currently cost-prohibitive, and it may be that increasing the number of hours devoted to pedagogical training and practical experience in the Bachelor of Education and exploring ways to provide pre-service experience for prospective subject teachers during their bachelor's studies are more cost-effective strategies for increasing the quality of pre-service preparation.

The Induction Programme for Newly Appointed Teachers (IPNAT) was introduced by the MoE in 2013 as a requirement for all novice teachers without a postgraduate teaching qualification to complete during their first year of service, including those with a Bachelor of Education. IPNAT is intended to provide novice teachers with a strong foundation in the fundamentals of teaching early on in their careers and has generally been well received by principals and teachers alike.

In addition to the in-service professional development provided by the Field Directorate's Educational Supervision Department, there is a wide range of organisations providing in-service training, with some explicitly covering how to respond to the needs of refugee students. These training opportunities are generally viewed positively by teachers, many of whom have expressed interest in participating in further training.

Second-shift teachers are also given professional development opportunities, sometimes more than their morning-shift counterparts. Despite those opportunities, teachers of refugees generally feel that there is a lack of training to address the specific needs of refugees.

The main barriers that prevent teachers of refugees from attending in-service training are a lack of incentives for participating, a lack of employer support and a lack of transportation. From the providers' side, the heavy workload of supervisors may hinder their capacity to organise training sessions.

There were some concerns among participants in the study about the level of professional development provided by supervisors from the Field Directorate. While the

role of education supervisors has undergone changes in recent years, moving away from a 'control' to a 'support' function (i.e. a shift in focus from evaluation to professional development support), according to some study participants, continued expectations that they fill both of these functions has resulted in them being overextended, which is further compounded by a lack of resources.

Part 2d: Job conditions, supervision and appraisal, and career path

As compared to permanent teachers, daily paid teachers experience lower compensation, extended working hours, absence of paid leave, no entitlement to benefits and higher job insecurity due to their contractual arrangements. Generally, there is a sense of frustration among many second-shift daily paid teachers, who noted that this is unjust, given that they have the same (or at times, higher) workload than their permanent counterparts. Principals also expressed frustration at a lack of official guidance and applicable policies.

These difficulties for daily paid teachers working with Syrian learners were compounded by a lack of support staff such as librarians and laboratory technicians in the second shift due to resource constraints. Second-shift schools also reported a lack of school counsellors to support the psychosocial needs of learners, due to them not having a large enough student population to qualify. While some principals and daily paid teachers were exploring options for providing essential psychosocial support and protection themselves, or coming up with creative solutions to address the lack of access to education resources, it was clear that the lack of support staff was causing problems in terms of the quality of provision.

As noted previously, education supervisors are now expected to play a larger role in professional development than in evaluation. Instead, principals, who are considered the 'resident supervisor' for all teachers, provide 70% of a teacher's evaluation, compared with 30% based on the supervisor's visit. Principals and supervisors do provide feedback to second-shift teachers, though this is less formal than for permanent teachers. For daily paid teachers, principals are also expected to track teacher attendance and report these figures to the Field Directorate to ensure that teachers are paid according to the number of days worked.

The new teacher ranking system, as set out in the *Teacher Ranking* document, is meant to better link promotion to career path, thereby reinforcing teacher workforce quality. Teachers are incentivised to attend training in order to be promoted to upper ranks. As the system is new, and

was hampered by COVID-19, it has not been possible to determine the impact it has had on teacher progression, although early indications from interviews across multiple levels of governance are that the new system has been well received by teachers and principals. Further, at time of writing, the system did not apply to daily paid teachers, so its impact on this group of teachers is likely to be negligible.

Part 2e: Motivation and wellbeing, teaching quality, and retention

Recognising that teaching is currently not an attractive profession for high-quality applicants, the MoE has adopted a holistic approach to reverse this trend and raise the prestige attached to the profession. Such an approach encompasses qualifications, requirements, financial incentives, professional development and career opportunities.

Across all school settings, including those with no Syrian students and second-shift Syrian schools, the most common reason for entering the teaching profession was ‘passion for teaching’, with 41% of female teachers and 43% of male teachers surveyed as part of the NTS 2018 indicating this response. Interestingly, ‘passion for teaching’ was given as the main reason by over half of the teachers surveyed from Syrian second-shift schools (54%), 42% from host community schools integrating Syrian refugees, and 36% from schools with no Syrian refugee students, which was corroborated to some extent by qualitative school-level data from this research, which found that second-shift teachers seemed more dedicated to their work than their peers in the morning shift.

Interviewees highlighted the contradiction that while teaching is a noble, important profession, the status of teachers in society is relatively low, which was affirmed by data from the NTS 2018, where almost two thirds of respondents noted that the teaching profession is not valued in society. Some teachers noted that in Jordan, the respect a profession receives from local communities is closely related to salary, and explained that if engineers, doctors or architects were all paid the same low salaries that teachers earn, then these professions would also not be respected.

Principals and teachers across the schools visited directly linked problems with the different teacher management dimensions discussed above to low morale and wellbeing, particularly among those teachers working in the second shift. These problems include long waiting times before deployment, limited access to quality pre- and in-service

professional development, low salaries compared to effort, lack of proper contracts for daily paid teachers, (which would give them job security, rights and benefits), and a lack of support staff and educational resources.

Further, in some schools, the relationship between first- and second-shift teachers was not good, and second-shift teachers reported feeling belittled by their peers from the morning shift. In double-shift schools, the quality of the educational process is affected by poor infrastructure, overcrowded classrooms, shortened lesson time and a higher teacher turnover.

Part 3: Identifying promising areas and making recommendations

This part addresses the third and final objective of this study: to identify promising areas for further policy development and implementation to support effective teacher management in practice.

Part 3a: Promising areas for policy and practice

The study adopts a conceptual framework that recognises policy implementation as a complex, dynamic process and considers socio-political contexts and the complex interactions between various policy actors, particularly at the local level and between levels. It explores international, regional and national policies that frame teacher management in refugee contexts and presents findings on local practice, which reveal both strengths and gaps. We use a matrix to document and categorise findings related to policy and practice as captured in table 3 (page 19).

- In the top left quadrant, we provide examples of promising policies that we identified during data collection and analysis and that seem to be reflected in practice.
- In the top right quadrant, we provide examples of promising policies identified during data collection and analysis that do not seem to be reflected in practice, indicating more work needs to be done to support translation of promising policy into practice.
- The bottom left quadrant includes examples of promising practices not based on or reflected in policy, indicating areas for further policy development informed by good practice.
- The bottom right quadrant captures findings which indicate gaps in both policy and practice. Any findings in this quadrant will require future policy development, with attention paid to how the subsequent policy would be successfully implemented in practice.

Table 3: Summary of promising policies and practices and policy and practice gaps

	Promising practice	Gaps in practice
Promising policy	<ul style="list-style-type: none"> High-quality and scholarship-based pre-service teacher training programmes aimed at building teacher preparedness have been introduced and are due to be expanded (2) The MoE has developed and implemented a new ranking system that better links professional development to appraisals and career progression (3) 	<ul style="list-style-type: none"> While the ESP includes a comprehensive Strategy for Mainstreaming Gender Equality in Education, a shortage of male teachers persists (1) There are many continuing professional development (CPD) programmes on offer but some teachers are unable to participate (2) While the IPNAT offers teachers a chance to build teaching skills relatively early in their careers, many novice teachers do not feel prepared to teach when they start working as they have not completed any pedagogical training or practical experience prior to this programme (2) The shift in the role of supervisors from evaluative to supportive has left a gap in the evaluation of teachers in practice (3)
Gaps in policy	<ul style="list-style-type: none"> Some daily paid teachers are retained for more than a semester to ensure education continuity (1) There are some quality in-service training opportunities on addressing the needs of vulnerable learners, including refugees, which could be included as part of official requirements for CPD (2) Individual initiatives by principals and teachers, such as 'twinning' between shifts, have improved working conditions, social cohesion and quality of education for Syrian learners (3) 	<ul style="list-style-type: none"> School leaders lack influence in the recruitment of daily paid teachers (1) There are inefficiencies in the appointment process for permanent teachers (1) There is no regulatory framework for daily paid teachers' contracts, job conditions and career paths, meaning they face job insecurity and limited opportunities for career progression (3) Administrative and support staff are lacking in many second-shift schools (3)

Key categories: (1) = Recruitment and deployment; (2) = Teacher training and professional development; (3) = Job conditions, supervision and appraisal, and career path

Part 3b: Strengthening teacher management in refugee settings

The study concludes with a set of preliminary recommendations aimed at strengthening the different dimensions of teacher management in refugee settings in Jordan.

To sustain promising policies that are reflected in practice, there is a need to:

- maintain support for the QRTA initial teacher education postgraduate diploma as a flagship programme and fast-track the deployment of graduates to schools in greatest need (*Target dimension: teacher professional development*)
- review how the new teacher ranking system can consistently be applied to daily paid teachers and not just teachers hired by the CSB (*Target dimension: job conditions, supervision and appraisal, and career path*).

To ensure promising policies are more systematically translated into practice, there is a need to:

- set up a gender task team led by the Gender Division in collaboration with other key national stakeholders and international partners to follow through on policy commitments to address the shortage of male teachers and ensure women are entering the profession by choice (*Target dimension: recruitment and deployment*)

- provide more flexible professional development opportunities, including remote and blended approaches (*Target dimension: teacher professional development*)
- expand opportunities to participate in teaching practicum for all prospective teachers during their bachelor's programmes (*Target dimension: teacher professional development*)
- establish working groups involving supervisors, principals and teachers to ensure that evaluative and supportive roles are clarified, understood and agreed by all (*Target dimension: job conditions, supervision and appraisal, and career path*).

To build policy around promising practices, there is a need to:

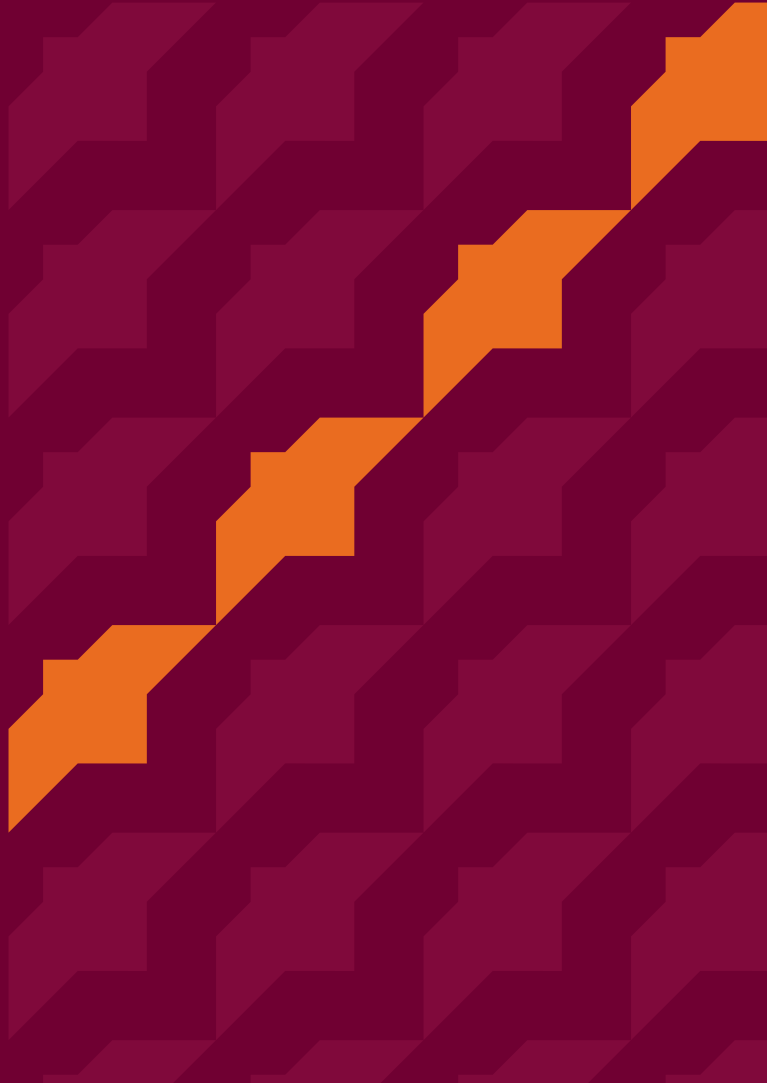
- regularise one-year appointments for daily paid teachers by building in formal mid-semester reviews to determine whether the school is better served by rotating daily paid staff or retaining daily paid staff (*Target dimension: recruitment and deployment*)
- ensure that existing successful programmes on psychosocial support and addressing the needs of refugees are included as part of official requirements for CPD and are mainstreamed as part of the MoE's overall response to the refugee crisis, and regularly review the quality and scope of current programming (*Target dimension: teacher professional development*)

- mainstream the concept of ‘twinning’ of resources and events between shifts in plans and strategies and regularly review activities at high-performing schools to identify potential promising practices to be mainstreamed (*Target dimension: job conditions, supervision and appraisal, and career path*).

To address areas where there are gaps in both policy and practice, there is a need to:

- meaningfully include school principals in the recruitment process for teachers (*Target dimension: recruitment and deployment*)
- adjust the weighting of the criteria when hiring new teachers to give less weight to graduation year and more to holding relevant qualifications and performance on the assessment of competence (*Target dimension: recruitment and deployment*)
- develop a regulatory framework ensuring proper contracts for daily paid teachers that is linked to the centralised CSB system (*Target dimension: job conditions, supervision and appraisal, and career path*)
- distribute the working hours of administrative support staff over both shifts (*Target dimension: job conditions, supervision and appraisal, and career path*).

Jordan country study



Jordan has a longstanding history of providing the refugees it hosts with protection and essential support, including education. Today, the country is home to the tenth-largest population of UNHCR-registered refugees in the world, hosting around 750,000 refugees originating from Syria, Iraq, Yemen and Sudan²¹ as well as a further half million unregistered Syrians.²² In addition, Jordan hosts 2.2 million Palestine refugees under the mandate of UNRWA, most of whom have Jordanian citizenship. Ongoing conflicts, political unrest, droughts and famines in the region have meant that the influx of refugees into the country continues.

The Jordanian context

Jordan is not a signatory to the 1951 Convention relating to the Status of Refugees or its 1967 Protocol, nor is there any specific national legislation for the protection of asylum seekers and refugees in the country. Jordan is also not a party to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.²³ In the absence of such specific legislation, the Law on the Residence of Foreigners²⁴ is the only legal framework applicable to asylum seekers and refugees. Refugees are therefore considered as normal migrant workers according to Jordanian law, which means that technically they are able to apply for work permits. However, high fees and strict documentation requirements have made it difficult for

refugees to access the Jordanian labour market.²⁵ Teaching is one profession that is limited to Jordanian citizens.

Nonetheless, even in the absence of legislation specifically relating to refugees, the Government of Jordan has established a protective environment for refugees residing within its borders. Since 1998, a Memorandum of Understanding (MoU) has set the parameters for cooperation between the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Government of Jordan on the issue of refugees and asylum seekers. According to this MoU, the Government of Jordan accepts the definition of refugee contained in the 1951 Convention, that refugees and asylum seekers are registered with UNHCR, and that they be treated according to recognised international standards.

²¹ As of 2019, this number included 656,512 Syrians, 67,286 Iraqis, 14,703 Yemenis, 6,126 Sudanese, 753 Somalis, and 1,700 representing 52 different nationalities, according to data from UNHCR (UNHCR, 2020a). ²² UNHCR (2020a) ²³ UNHCR (2013) ²⁴ Law No. 24 of 1973 concerning Residency and Foreigners' Affairs, available at <http://www.e-lawyerassistance.com/LegislationsPDF/jordan/residencyLawAr.pdf>. ²⁵ Lenner & Schmelter (2016)

Box 2: Key demographic information

- Jordan is classified as a high human development country with a Human Development Index of 0.729. However, the Gender Inequality Index reflects gender-based inequalities in reproductive health, empowerment and economic activity.²⁶
- Jordan's population has increased from 5.7 million in 2005 to 10.8 million in 2020 due to crises in neighbouring countries and a high fertility rate.²⁷
- Approximately one out of every three people living in Jordan is a refugee, with Palestine refugees (over 2.2 million) and Syrian refugees (over 650,000) accounting for the greatest number.²⁸
- Jordan's population is relatively young, with 50% of the population being below 22.4 years old.²⁹
- Out of the total population, 90% lives in urban areas and the tertiary sector accounts for most of the workforce.³⁰

Box 3: Definition of 'refugee'

The 1951 Convention defines a refugee as 'someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion'.³¹

The MoU also implies that Jordan agrees with the principle of *non-refoulement*, which means that no person who seeks asylum in Jordan will be returned to a country where their life or freedom could be threatened because of their race, religion, nationality, membership of a particular social group or political opinion.³² UNHCR and a number of other organisations provide aid to refugees, and the Government of Jordan facilitates access to education, health care and some other basic services. However, according to this MoU, Jordan only provides temporary residence for refugees, pending a durable solution elsewhere.³³ The MoU was renewed in 2003 and in 2014.

At 663,210, Syrians make up almost 90% of the UNHCR-registered refugee population in Jordan.³⁴ About one fifth of Syrian refugees reside in one of three refugee camps: Zaatari, Azraq, and Emirati Jordanian Camp. The remaining four fifths live outside the refugee camps in urban settings, mostly in four of Jordan's 12 governorates: Amman, Mafrq, Irbid, and Zarqa.

Basic education in refugee settings in Jordan

In Jordan, basic education consists of a ten-year cycle, which is preceded by a two-year cycle of preschool education and followed by a two-year cycle of secondary academic or vocational education. At the end of the secondary cycle, students sit for the Tawjihi, a General Certificate of Secondary Education exam. Basic education is compulsory and free of charge in public schools and is broken down into three cycles:

1. **lower elementary cycle** from Grade 1 to Grade 3
2. **upper elementary cycle** from Grade 4 to Grade 6
3. **lower secondary cycle** from Grade 7 to Grade 10.

In the lower cycle, i.e. up to and including Grade 3, children are taught all subjects by classroom/homeroom or general teachers (except English), and boys and girls can be taught together. In the upper elementary cycle and lower secondary cycle, that is from Grade 4 to Grade 10, children are taught by subject teachers, and schools are segregated by gender. Some of Jordan's schools operate in double shifts, a system that was introduced by the Government of Jordan in the 1960s as a way of addressing overcrowding in classrooms caused by industrialisation and the influx of refugees from the region, mostly from Palestine.³⁵

Over a third of the approximately 650,000 registered Syrian refugees in Jordan are school-aged children (6 to 17 years old), that is about 212,000 children.³⁶ These children are entitled to enrol in formal basic education through MoE schools in refugee camps or host communities, and UNICEF estimates that 72% are currently enrolled, the majority in double-shift schools in Jordanian communities.^{37, 38} Approximately 340 of the 2,407 public schools offering basic education operated as double-shift schools in 2016–2017, with 200 of those double-shift schools accommodating Syrian refugees, and 45 schools operating inside refugee camps.³⁹ In the 200 double-shift schools catering to refugees, Syrians mostly attend the second shift, while Jordanians mostly attend the morning shift.⁴⁰

²⁶ UNDP (2020) ²⁷ Department of Statistics of Jordan (n.d.) ²⁸ Central Intelligence Agency (2021) ²⁹ Department of Statistics of Jordan (2019) ³⁰ Department of Statistics of Jordan (2019) ³¹ UN (1950) ³² UNHCR (2013) ³³ Bidinger et al. (2015) ³⁴ UNHCR (2021) ³⁵ Berlin University of the Arts (2018) ³⁶ UNICEF (2020) ³⁷ QRF (2017b) ³⁸ Within the Jordanian context, there are also a number of NGOs and other organisations that provide access to non-formal education for refugees, though non-formal education is outside the scope of our study. ³⁹ QRF (2017b) ⁴⁰ Berlin University of the Arts (2018)

Box 4: The situation of Palestine refugees in Jordan

Jordan is also home to over 2 million of the world's 5.6 million Palestine refugees,⁴¹ making it the largest host of this group of refugees in the world. Palestine refugees do not fall under the mandate of the UNHCR, but of a separate UN agency called the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), which was established in UN General Assembly Resolution 302 (IV) of 8 December 1949 to assist Palestinians following the 1948 Arab-Israeli war. UNRWA is mandated by the UN General Assembly to provide protection and essential services, including health, education, and relief and social services, to Palestine refugees and

to persons displaced as a result of the 1967 Arab-Israeli conflict known as the 'Six-Day War' and subsequent hostilities, who may or may not decide to register as Palestine refugees. Today, UNRWA is operational in five sites known as 'Fields', namely Jordan, Lebanon, Syria, the Gaza Strip and the West Bank, including East Jerusalem. UNRWA Headquarters are located in Amman, Jordan and Gaza, and the Agency maintains a Field Office in each of its five operational sites.

Most Palestine refugees in Jordan have been granted full Jordanian citizenship, with the exception of approximately 140,000 refugees

originating from Gaza.⁴² There are ten official and three unofficial refugee camps for Palestinians in the northern and central regions of the country that are overseen by UNRWA, though they are less like traditional refugee camps and more like urban settlements or neighbourhoods, and over 75% of Palestine refugees actually live outside these camps.⁴³ Over the past few years, approximately 17,000 Palestine refugees from Syria, 47% of whom are children, have fled to Jordan as a result of the ongoing Syrian crisis. Most of them are considered very vulnerable and also receive assistance from UNRWA.⁴⁴

There are two types of teachers who work in public schools catering to Syrian refugees in host communities in Jordan (not including substitute teachers):

- **permanent teachers**, who are civil servants on regular contracts
- **daily paid teachers**, who do not have regular contracts, and are paid based on number of days worked.

Although first and second shifts are often equivalent from an administrative perspective, and often have the same principal, there are some important differences when it comes to staffing. For example, second shifts tend to be staffed by daily paid teachers, who are not on regular contracts, and the deputy school principal and other support staff, including laboratory technicians, librarians and counsellors, are often in short supply. Many of these second shifts also engage the support of Syrian volunteers to act as community mobilisers to encourage parents to enrol their children in schools and to track attendance.⁴⁵

Despite the opening up of schools in camps, the introduction of double shifts at schools in host communities to cater to refugee learners, and the construction of new schools and hiring of additional teachers, tens of thousands of Syrian children are out of school because of limitations in existing infrastructure, transportation constraints, child labour, violence in schools and early marriage, among other reasons.⁴⁶ A lack of the necessary documentation has been a major barrier to education for many refugees, as, until recently, those living outside formal camps were required to obtain a service card to access public schools, which only those with a valid birth certificate could access. In recent years, the MoE has attempted to make the enrolment process more flexible by allowing public school Syrian refugee children to access school without service cards. To address space shortages and overcrowding, the MoE has plans to construct new school buildings for Jordanians and refugees over the coming years.

⁴¹ According to a definition introduced by the UN General Assembly in 1952, Palestine refugees are 'persons whose normal place of residence was Palestine during the period 1 June 1946 to 15 May 1948, and who lost both home and means of livelihood as a result of the 1948 conflict.' ⁴² Bidinger et al. (2015) ⁴³ Bidinger et al. (2015) ⁴⁴ Bidinger et al. (2015) ⁴⁵ Within refugee camp schools, which are outside the scope of this study (see the methods section for further details), UNICEF, with the support of CARE and other partners, recruits three types of Syrian assistants: (1) teacher assistants, (2) principal assistants, and (3) community mobilisers. The first two provide support with administrative tasks to teachers and principals, while community mobilisers fill a similar role to the Syrian volunteers in host communities. ⁴⁶ Human Rights Watch (2016)

Box 5: Access to education for Palestine refugees

While all Palestine refugees registered with UNRWA are eligible for free basic education through the Agency's schools, the majority of Palestine refugees in Jordan attend MoE schools instead, possibly because most of them have Jordanian citizenship. In fact, Jordan has the lowest proportion

of Palestinian learners enrolled in UNRWA schools out of the five UNRWA Fields despite having the second largest number of UNRWA school enrolments at over 120,000. The choice to send a child to an MoE school instead of an UNRWA school may be because of the geographical spread of the refugee population, the

lack of coverage in some areas, and a preference for single-shift schools, as most UNRWA schools use double-shifting to maximise access.⁴⁷ Please see the report *Teacher management in refugee settings: UNRWA schools in Jordan* (IIEP-UNESCO and EdDevTrust, forthcoming).

Key stakeholders involved in the management of teachers in the MoE system

At the central level, the **MoE** and the **CSB** are the two main entities responsible for the management of elementary-level teachers in public schools, with the latter entity responsible for recruiting all civil servants in Jordan. As such, the CSB plays a key role when it comes to certain key administrative aspects of the management of teachers with regular contracts in public education, including recruitment, deployment, salary scales, appraisals and career progression.

Of particular importance when it comes to teacher management at the central level of the MoE is the **Human Resources (HR) Department**, which is affiliated with the **Secretary General for Financial and Administrative Affairs**, and works on issues related to job descriptions, appointment and financial matters, such as determining basic salaries and bonuses. The **Secretary General for Technical and Educational Affairs** plays a key coordinating role when it comes to the professional development of teachers, working closely with **Jordanian universities** and the Queen Rania Teacher Academy (QRTA) to support quality pre- and in-service teacher education programmes and short courses.

A small directorate known as the **Directorate for Monitoring, Evaluation, and Quality Control**, which is part of the **Education Training Centre** at the MoE, also has a role to play in teacher management. This directorate maintains a database on teachers (separate from the Open Education Management Information System), which includes information about their identity numbers, exams taken, certificates earned, etc. This directorate also provides training for prospective supervisors, culminating in an exam, which they have to pass in order to take up a post as a supervisor.

Also of relevance to teacher management at the central level is the **Education Quality and Accountability Unit (EQUA)**, which has the rank of directorate and reports directly to the Minister of Education. While not directly involved in the individual appraisal and evaluation of teachers, EQUA conducts quality assurance visits at schools across Jordan, which include an evaluation of each school's teaching body as a whole by looking at the quality of teaching and learning at each school. This information then feeds into the school's improvement plan as part of the School and Directorate Development Programme.

Though not directly involved in teacher management per se, the **Development and Coordination Unit (DCU)** at the central level in the MoE plays a key role in coordinating between national stakeholders and key international partners, including donors, helping to ensure that activities are aligned with Jordan's overall policy vision and are appropriately financed to address the greatest need.

Jordan's 12 governorates are divided into 51 *alwiya* (or districts), and the education system is managed at the district level by **Field Directorates** who have roughly the same organisational structure as the MoE at the central level. The three main departments involved in teacher management and their specific role in teacher management are described in table 4 (page 27).

⁴⁷ UNRWA and UNESCO (2010)

Table 4: Actors at the Field Directorate level involved in teacher management

Department's name	Primary role in teacher management
Planning Department	<ul style="list-style-type: none"> Evaluates the number of teachers needed (i.e. 'formation table')
Supervision Department	<ul style="list-style-type: none"> Supervises and supports the evaluation of teachers Organises and delivers in-service training
HR Department	<ul style="list-style-type: none"> Coordinates with the central level and the Planning Department to ensure that schools are provided with the educational and administrative staff they need Monitors teachers' evaluation process and appraisals Recruits daily paid teachers

Research approach and methods

The study had three objectives:

- 1.** Build an understanding of the policy landscape guiding the management of elementary-level teachers in public schools catering to Syrian refugees by identifying and exploring with research participants:
 - a.** relevant international, regional and national policies,
 - b.** perceptions of the enactment of these policies, and
 - c.** awareness of these policies at different levels of the education system.
- 2.** Explore teacher management in practice by examining:
 - a.** who is teaching Syrian refugees in public schools,
 - b.** recruitment and deployment,
 - c.** teacher professional development,
 - d.** job conditions, supervision and appraisal, and career paths, and
 - e.** motivation and wellbeing, teaching quality, and retention.
- 3.** Identify promising areas for further policy development and implementation to support effective teacher management in practice.



The research in Jordan followed a collaborative, mixed-methods, dual-phased approach. The research was iterative, meaning that research tools and the original research design and initial data analysis were shared with key stakeholders to inform further data collection and analysis, the writing up of research findings and the drafting of policy recommendations.

Throughout the research process, the research team, made up of international researchers from IIEP-UNESCO and Education Development Trust and local researchers from Integrated International, a Jordan-based organisation, worked closely with key stakeholders from Jordan, including the MoE, to ensure the ethics, rigour and robustness of the research design, data collection and analysis. Further, the study aimed to include the voices and perspectives of principals and teachers.

Data for this study were collected at multiple administrative levels, including the international level, the regional level, the national level, the Field Directorate level and the school level. A summary of the two phases of data collection is provided overleaf.

In terms of scope, this research focuses on formal elementary education (Grades 1 to 6), excluding other education system levels and alternative, non-formal basic education. Further, our research looked at MoE schools in host communities, which enrol the highest share of Syrian refugees, as compared with camp schools. Indeed, as mentioned previously, 81.1% of Syrian refugees live in urban areas, against 18.9% living in camps, with a high concentration of this population in Amman and the northern governorates of Irbid, Mafrq and Zarqa.⁴⁸ Teacher management that occurs in camp schools is therefore beyond the scope of this study.⁴⁹

⁴⁸ UNHCR (2020b) ⁴⁹ Although refugee camp schools were mentioned a few times by our interviewees and we have included some of those references in our report, the focus of the study was on public schools in host communities that cater to Syrian refugees. While camp schools are also operated by the MoE, the policy regulations and the roles and responsibilities of different stakeholders are slightly different, with donors playing a more central role in recruitment and deployment and contractual issues, for example.

Phase 1 data collection

Table 5: Phase 1 data collection activities

Dates	Activities
October 2019 to June 2020	<ul style="list-style-type: none"> • Literature review • Policy document collection • Secondary data collection (teacher survey conducted by QRF)
February 2020 to March 2020	<ul style="list-style-type: none"> • 11 semi-structured interviews with key representatives at central level (including MoE, CSB, QRTA, University of Jordan, UNICEF) • 14 semi-structured interviews with principals and 14 focus group discussions with teachers at schools with Syrian refugee learners

During Phase 1, an understanding of the policy landscape framing teacher management in refugee settings was built through a literature review, mapping and analysis of key policy documents, and analysis of data from semi-structured interviews with stakeholders at the central level, including from the MoE, the CSB, the QRTA, the University of Jordan and UNICEF.

Phase 1 also aimed to build a profile of who is teaching Syrian refugees and to explore teacher management in practice at the school level through interviews and focus groups with principals and teachers at a number of Jordanian public schools. The selection of schools for the study and the schedule and duration of school visits were planned in collaboration with the MoE to ensure that disruption of teaching and learning was minimised and that schools selected were not ‘over-researched’. Further, researchers from the MoE accompanied our research teams to the public schools.

We were able to conduct interviews with school principals and focus group discussions with teachers in 14 schools, amounting to 14 interviews and 14 focus groups, using semi-structured interview guides. Table 6 (page 31) provides more detailed information about the locations and characteristics of the schools visited as well as the teacher focus groups.

We recorded all interviews and took extensive field notes before and after the interviews and focus groups that we organised according to our research categories, that is pre-service training and ongoing professional development, employment and career conditions, motivation and being a teacher. Because of the length of our discussion guide and to allow for in-depth explorations of key topics, we alternated the topics we asked about in different focus groups.

Phase 1 also included an analysis of data from Jordan’s 2018 NTS, in order to support the development of a more comprehensive profile of the elementary-level teaching workforce and to complement the in-depth qualitative data gathered through our school visits. More information about the NTS 2018 is given in box 6, and table 7 (page 31) provides information about the gender and school type of teachers included in the NTS 2018.

Box 6: About the Jordan NTS 2018

The NTS is a nationally representative survey conducted in 2018 by QRF in coordination with the MoE. ‘The survey explored Jordanian teachers’ educational backgrounds, experience, training, attitudes, pedagogical practices, challenges and experiences serving refugee students in various contexts.’⁵⁰ Survey design and instruments aligned with the Teaching and Learning International Survey (TALIS) of the Organisation for Economic Co-operation and Development (OECD), thus including some of the TALIS research questions (about 50%), while other questions related to policy-relevant issues for Jordan’s education system. Among the nine research questions addressed in the survey, two were directly concerned with refugees:

1. What are teachers’ experiences in serving refugee students in various contexts?

2. What further support do teachers serving refugee students need?

The final sample included 5,722 basic level teachers and 360 principals or principal’s assistants from 361 MoE, private and UNRWA schools. Schools enrolling Syrian refugees amount to one fourth of the school sample and UNRWA schools to 10%. The MoE and QRF generously agreed to share their data with us, enabling us to run our analysis aligned with our research objectives.

⁵⁰ QRF (2020, p. 3)

Table 6: Locations and characteristics of schools visited and focus groups						
Location: Amman						
School number	School type	Shift visited	School gender	Focus group characteristics		
				No. teachers	Permanent	Daily paid
1	Double-shift	Both	Female	9	✓	✓
2	Double-shift	Second	Female	11	✓	✓
3	Double-shift	Second	Both	14	✓	
4	Double-shift	Second	Both	7	✓	✓
5	Single-shift	N/A	Male	5	✓	
6	Double-shift	Second	Female	12		✓
Location: Irbid						
School number	School type	Shift visited	School gender	Focus group characteristics		
				No. teachers	Permanent	Daily paid
1	Double-shift	Second	Male	5		✓
2	Double-shift	Second	Male	5	✓	
3	Double-shift	Second	Both	7		✓
Location: Mafraq						
School number	School type	Shift visited	School gender	Focus group characteristics		
				No. teachers	Permanent	Daily paid
1	Double-shift	Second	Both	6		✓
2	Double-shift	Second	Male	8		✓
3	Double-shift	Second	Male	6		✓
Location: Zarqa						
School number	School type	Shift visited	School gender	Focus group characteristics		
				No. teachers	Permanent	Daily paid
1	Double-shift	First	Both	7	✓	
2	Double-shift	Second	Male	6	✓	✓

Table 7: Distribution of Grade 1 to 6 teachers across school types by gender in the NTS			
School type	Number of teachers surveyed		
	Female	Male	Total
Schools with no Syrian refugee learners	186	39	225
Host community schools integrating Syrian refugee learners	749	213	962
Syrian second-shift schools	339	191	530
Syrian refugee camp schools	172	106	278
UNRWA schools	161	179	340
Total	1,607	728	2,335

Phase 2 data collection

Table 8: Phase 2 data collection activities

Dates	Activities								
December 2020 to February 2021	<ul style="list-style-type: none">• 4 semi-structured interviews with key stakeholders from the MoE interviewed during Phase I• 15 semi-structured interviews with Heads of Departments from Field Directorates as follows:								
	<table><tr><td>Amman:</td><td>Irbid:</td><td>Mafraq:</td><td>Zarqa:</td></tr><tr><td><ul style="list-style-type: none">• 3 Heads of Supervision• 2 Heads of HR• 1 Head of Planning</td><td><ul style="list-style-type: none">• 1 Head of Supervision• 1 Head of HR• 1 Head of Planning</td><td><ul style="list-style-type: none">• 1 Head of Supervision• 1 Head of HR• 1 Head of Planning</td><td><ul style="list-style-type: none">• 2 Heads of Supervision• 1 Head of HR</td></tr></table>	Amman:	Irbid:	Mafraq:	Zarqa:	<ul style="list-style-type: none">• 3 Heads of Supervision• 2 Heads of HR• 1 Head of Planning	<ul style="list-style-type: none">• 1 Head of Supervision• 1 Head of HR• 1 Head of Planning	<ul style="list-style-type: none">• 1 Head of Supervision• 1 Head of HR• 1 Head of Planning	<ul style="list-style-type: none">• 2 Heads of Supervision• 1 Head of HR
Amman:	Irbid:	Mafraq:	Zarqa:						
<ul style="list-style-type: none">• 3 Heads of Supervision• 2 Heads of HR• 1 Head of Planning	<ul style="list-style-type: none">• 1 Head of Supervision• 1 Head of HR• 1 Head of Planning	<ul style="list-style-type: none">• 1 Head of Supervision• 1 Head of HR• 1 Head of Planning	<ul style="list-style-type: none">• 2 Heads of Supervision• 1 Head of HR						

After the analysis of Phase 1 data was validated through discussions with key stakeholders, perceptions of the policy enactment process, or how policies are communicated, interpreted, discussed and implemented locally, and the extent to which they are translated into action or (at times) contested and resisted were further explored during Phase 2. Phase 2 data were collected through semi-structured interviews with key stakeholders at the Field Directorate level (MoE), as well as follow-up interviews with stakeholders consulted during Phase 1.

Analysing policy enactment

To understand the interaction between policy and practice, some scholars argue that a nuanced approach to policy analysis is required, one which considers socio-political contexts and the complex interactions between various policy actors, particularly at the local level and between levels.⁵¹ Such an approach views policy as a complex, dynamic process, and explores how ‘education policies are “made sense of”, mediated and struggled over, and sometimes ignored, or, in another word, enacted’.⁵²

This research project builds on the idea that ‘[p]olicy is done by and done to teachers; they are actors and subjects, subject to and objects of policy’.⁵³ Recognising that the management of teachers happens across multiple

levels – from the international level, through to the national level, to the regional level, to the district level, to the community level, to the school level – the study identifies other relevant policy actors and policy texts that make up the complex policy network. It explores policy enactment, or how stakeholders at various levels understand and engage with policies relating to refugees and to teacher management. Finally, it explores whether or not there is room for good practice to inform the development or revision of policy.

Based on a review of the literature, discussions with key stakeholders (including representatives from the Jordanian MoE and UNRWA and our national research partners) and our previous and ongoing research on teacher management in refugee settings, we elaborated a coding scheme and preliminary analysis worksheets to support our analysis work. The main categories of codes in our coding scheme were those related to the three ‘personnel functions’⁵⁴ of teacher management, the ‘goals/outcomes’⁵⁵ of teacher management, and the ‘policy enactment process’, from development through to implementation. We also developed an analysis framework that allows us to articulate whether promising teacher management policies are enacted in practice and where there are gaps in policy and practice in each of the three personnel function dimensions of teacher management. This framework is depicted in table 9.

Table 9: Analysis framework

	Promising practice	Gaps in practice
Promising policy	Promising policy reflected in practice	Promising policy not systematically reflected in practice
Gaps in policy	Promising practice not based on/reflected in policy	Gaps in both policy and practice

⁵¹ Schulte (2018); Steiner-Khamisi (2012); Tyack and Cuban (1995) ⁵² Ball et al. (2012, p. 3) ⁵³ Ball et al. (2012, p. 3) ⁵⁴ The three personnel functions include: (1) recruitment and deployment, (2) teacher professional development, and (3) job conditions, supervision and appraisal, and career paths. ⁵⁵ The goals/outcomes include: (1) motivation, (2) wellbeing, (3) teaching quality and (4) retention.

- In the top left quadrant, we provide examples of promising policies that we identified during data collection and analysis that seem to be reflected in practice.
- In the top right quadrant, we provide examples of promising policies that we identified during data collection and analysis that do not seem to be reflected in practice, indicating that more work needs to be done to overcome the barriers preventing the translation of promising policy into practice.
- The bottom left quadrant includes examples of promising practices that are not based on or reflected in policy, indicating a promising area for further policy development informed by good practice.

- The bottom right quadrant captures findings which indicate gaps in both policy and practice. Any findings in this quadrant will require future policy development, with attention paid to how the subsequent policy would be successfully implemented in practice.

As mentioned previously, this research took a collaborative, iterative approach, meaning that we presented and discussed ongoing coding and analysis during internal working sessions and presented initial findings to key stakeholders at the MoE for feedback to ensure they were meaningful, relevant and practical. Table 10 provides a timeline of data analysis activities.

Table 10: Timeline of analysis

Dates	Data analysis activity
October 2019 to February 2020	<ul style="list-style-type: none"> • Coding and analysis of policy documents • Preliminary analysis of secondary data • Preparation for Phase 1 interviews and focus groups
February 2020	EVENT: Stakeholder workshop with MoE, UNRWA and research team <ol style="list-style-type: none"> 1. To continue to analyse secondary data 2. To share and review/revise qualitative data instruments before first round of interviews and focus groups
February 2020 to March 2020	<ul style="list-style-type: none"> • Phase 1 interviews and focus groups
March 2020	EVENT: Preliminary qualitative data analysis workshop with research team <ol style="list-style-type: none"> 1. To capture key reflections from data collection 2. To set groundwork for data analysis work
March 2020 to June 2020	<ul style="list-style-type: none"> • Ongoing policy document analysis and analysis of secondary data • Preliminary coding and analysis of Phase 1 interview and focus group data
July 2020	EVENT: Virtual working session with research team <ol style="list-style-type: none"> 1. To share key findings and triangulate analysis 2. To determine next steps
July 2020 to November 2020	<ul style="list-style-type: none"> • Ongoing analysis of Phase 1 interview and focus group data • Write up of 'Initial Findings' • Preparation for Phase 2 interviews based on Phase 1 analysis
December 2020	EVENT: Knowledge-sharing with MoE and UNRWA (asynchronous) <ol style="list-style-type: none"> 1. To share initial findings with key stakeholders 2. To solicit feedback to support revisions
December 2020 to February 2021	<ul style="list-style-type: none"> • Phase 2 interviews
December 2020	EVENT: Virtual working sessions with research team <ol style="list-style-type: none"> 1. To capture key reflections from ongoing data collection 2. To triangulate preliminary analysis with initial findings
January 2021 to March 2021	<ul style="list-style-type: none"> • Coding and analysis of Phase 2 data • Review of Phase 1 data analysis in light of feedback and emerging analysis from Phase 2
February 2021	EVENT: Virtual working session with research team <ol style="list-style-type: none"> 1. To share key findings and triangulate analysis 2. To outline structure for final report and assign roles and responsibilities
March 2021 to May 2021	<ul style="list-style-type: none"> • Ongoing analysis of Phase 2 data • Drafting and finalising of case study report and policy brief

Box 7: Limitations of the study, including the impact of the COVID-19 pandemic on the research

The scope of the research was limited to the management of teachers working in the formal elementary education (Grades 1–6) system, excluding other education system levels and alternative, non-formal basic education. The scope was narrowed further to focus on MoE host community schools, because these enrol the highest share of Syrian refugees, as compared to refugee camp schools. Also, as previously mentioned, we wanted to minimise disruptions to teaching and learning, and to avoid conducting research in over-researched schools, meaning that our selection of schools was not systematic.

The COVID-19 pandemic had a notable impact on different steps of the research. First, the

second round of data collection was delayed from June 2020 to December 2020. We were also unable to travel to Jordan to conduct in-person interviews for Phase 2 of the research and so relied on our local partner, Integrated International, to conduct interviews with sub-national stakeholders for the MoE system via telephone. Not all stakeholders we approached were available to participate in the research, so some perspectives are missing from the research.

Developing policy guidance that a range of stakeholders can use is a challenge. Our initial research design's mitigation strategy consisted of sharing preliminary findings and soliciting feedback throughout the process.

Unfortunately, the health crisis also disrupted such a plan and the knowledge-sharing event we planned with stakeholders from MoE and UNRWA to present and discuss initial findings from the first phase of data analysis could not occur. Instead, we used an asynchronous virtual format solution, which consisted of recording presentations to be shared with stakeholders. We got feedback on these presentations a few weeks later, meaning that it would not inform our second round of data collection. However, we incorporated this feedback in our second phase of data analysis.

Part 1

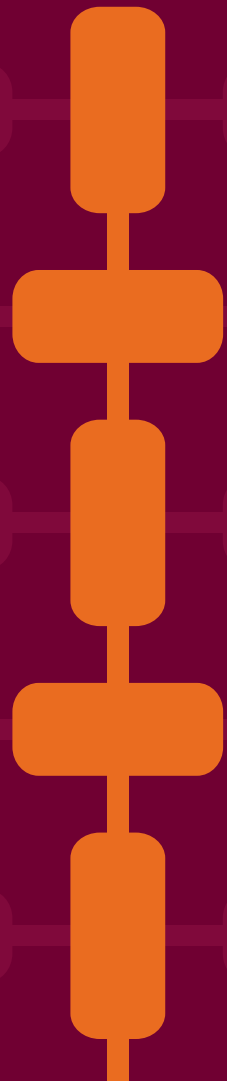
Policy landscape

This part addresses the first of the three study objectives, to build an understanding of the policy landscape guiding the management of elementary-level teachers in public schools catering to Syrian refugees by identifying and exploring with research participants:

- a.** formal international, regional and national policies framing the management of teachers in refugee settings,
- b.** perceptions of the enactment of these policies, and
- c.** awareness of these policies at different levels of the education system.

The main sources of data analysed for this part of the report include policy documents and semi-structured interviews with central-level stakeholders and key representatives from Field Directorates in Amman, Irbid, Mafraq and Zarqa. We also looked at school-level interview and focus group data to complement our analysis.

A summary of key points is provided at the end of Part 1.



Part 1a

Policy landscape framing teacher management in public schools catering to Syrian refugees

As noted earlier, Jordan is not a signatory to the 1951 Convention relating to the Status of Refugees or its 1967 Protocol, and the legal framework specifically relating to refugees in the country is limited. However, the Government of Jordan has established a protective environment for refugees residing within its borders, particularly when it comes to Syrian refugees. This chapter identifies the formal international, regional and national agreements and policies framing the Government of Jordan's response to the Syrian refugee crisis, including education, as well as those that guide the management of elementary-level teachers working in MoE schools catering to Syrian learners, focusing on Syrian second-shift schools.

The global, regional and national policy response to the Syria crisis

The Syria crisis is the largest refugee crisis in the world today. With most Syrian refugees living in urban and peri-urban areas, the crisis is putting a strain on public services and infrastructure in host countries, including Jordan. The impact of the crisis in Syria on the region has been recognised by the international community and multiple initiatives have emerged to encourage global and regional 'burden sharing', including various international conferences.

- **Kuwait Conferences (2011–2015):** Hosted by the Emir of Kuwait and co-chaired by the UN, these conferences sought to obtain funding from the international community to support the Syrian refugee crisis. In the 2015 conference, international donors pledged 3.8 billion USD to support the crisis.⁵⁶
- **London Conference (2016):** The conference was hosted by the United Kingdom, Germany, Kuwait, Norway and the UN. In addition to increasing the funding for the crisis (which was at this point severely underfunded), as well as mid-term humanitarian, resilience and development commitments up to

2020, this conference aimed to address long-term needs and identify ways in which to strengthen refugee livelihoods and resilience by creating economic opportunities and jobs.⁵⁷

- **Brussels Conferences (2017–2021):** The annual Brussels Conference, co-chaired by the European Union (EU) and the UN, aims to mobilise support to meet the needs of Syrians and their host communities.⁵⁸

Box 8: A renewed international commitment to address the global refugee crisis

In 2016, as a reaction to the global displacement crisis, the international community came together during a Leader Summit to formulate a more equitable and predictable refugee response. During the summit, UN member states, including Jordan, adopted the New York Declaration for Refugees and Migrants, thereby agreeing upon the core elements of a Comprehensive Refugee Response Framework (CRRF),⁵⁹ and initiating the development of two global compacts for safe and orderly migration and for refugees. The Global Compact on Refugees (GCR)⁶⁰ was affirmed by the UN General Assembly on 17 December 2018, after two years of extensive stakeholder consultations led by UNHCR. The Compact aims to strengthen international collaboration in response to the refugee crisis, providing support to both host communities and refugees through four key objectives:

1. Ease the pressure on host countries
2. Enhance refugee self-reliance
3. Expand access to third country solutions
4. Support conditions in countries of origin for return in safety and dignity.

⁵⁶ UN (2015b) ⁵⁷ UNHCR (2016) ⁵⁸ UNHCR (2019a) ⁵⁹ UNHCR (2001–2021) ⁶⁰ UN (2018)

Regional Refugee and Resilience Plan (3RP)

In 2015, the Jordanian Government, in collaboration with the UNHCR, the UN Development Programme (UNDP) and four other governments in the region, developed and instituted the Regional Refugee and Resilience Plan (known as the 3RP),⁶¹ a regional response to the Syria crisis under the co-leadership of the UNHCR and UNDP. The 3RP is a strategic platform for humanitarian and development partners to respond to the Syria crisis, providing a space for exploring synergies between humanitarian and development processes, including the CRRF⁶² and GCR⁶³ and the UN SDGs.⁶⁴ The 3RP is unique in that it seeks to bridge the gap between humanitarian and development processes, through providing assistance and protection to refugees while ensuring resilience of host communities and institutions.

Jordan Response Plan (JRP)

The five countries that are part of the 3RP, including Jordan, have elaborated national versions of the 3RP, which are regularly updated. The Jordanian plan is known as the Jordan Response Plan (JRP),⁶⁵ and is supported by a number of international stakeholders.⁶⁶ At the time of writing, the Government of Jordan had developed four JRPs, with the most recent plan, the JRP 2020–2022,⁶⁷ released in June 2020. The JRP 2020–2022 builds on the GCR, in that it explicitly seeks to enhance the resilience of refugees and to promote long-term solutions that also benefit host communities. Education is one of 11 sectors covered by the JRP. The JRP's education programme is aligned with the NSHRD, SDG4, the ESP of the MoE and the GCR, in that it seeks 'to improve education access, equity and quality for all children, whilst responding to immediate needs of vulnerable groups, including registered Syrian refugee children'.⁶⁸ These policies will be discussed in more detail below.

Progress towards the JRP is monitored by the Inter-Sector Working Group, which is chaired by the UNHCR, and was formed in 2013 'to encourage synergies and complementarity between refugee sectors, avoid duplication, build upon common processes and facilitate the flow of information between sectors'.⁶⁹ More than 50 allies have joined the Government of Jordan and UNHCR in the refugee crisis response. JRPs are aligned with Jordan's national development plans, including the Jordan Economic Growth Plan 2018–2022⁷⁰ and the NSHRD 2016–2025.⁷¹

Box 9: The Jordan Compact

Recognising that the challenges of a protracted displacement crisis cannot be overcome through humanitarian approaches alone, the Government of Jordan signed a compact with the EU in 2016, committing to improving access to education and legal employment for Syrian refugees in exchange for billions of dollars in grants, loans and preferential trade agreements with the EU. Among other elements, the Jordan Compact emphasised the importance of rebuilding host communities through adequate financing, as set out in the JRP 2016–2018.⁷² According to a report by the Overseas Development Institute, the Jordan Compact led to significant improvements in education and labour market access for Syrian refugees by 2018, though challenges remained when it came to school enrolment and quality, access to certain critical job sectors, including self-employment, and key indicators for measuring life improvement among refugees.⁷³

Policies related to education

Jordan's existing national education plans and strategies aim to ensure equal access for Syrian refugees through, for example, the opening of additional second shifts at public schools in host communities and schools in refugee camps, and allowing Syrians to obtain Jordanian education certificates.⁷⁴ As the crisis has become increasingly protracted, the Government of Jordan has started to integrate the issue of Syrian refugees into the country's broader development strategies, in line with the 3RP vision, including in education. Since 2015, Jordan's national strategies on human resource development and education have taken refugee issues into account, and have advocated for support from the international community to ensure that the needs of refugees and host communities alike are met.

Education for Prosperity: Delivering Results. A National Strategy for Human Resource Development 2016–2025

One key document framing both Jordan's policy response in the education sector and its response to the Syrian refugee crisis is *Education for Prosperity: Delivering Results*, which is the Government of Jordan's NSHRD.⁷⁵ Within this document,

⁶¹ 3RP (2020) ⁶² UNHCR (2001–2021) ⁶³ UN (2018) ⁶⁴ UN (2015) ⁶⁵ Ministry of Planning and International Cooperation (MoPIC) (2018) ⁶⁶ Many development partners provide support to the JRP in the form of financial assistance, grants, loans and technical assistance, as do a number of UN agencies. When it comes to education programmes that are part of the JRP, Australia, the Canadian International Development Agency, the EU, Germany, Kuwait, the Netherlands, Norway, Saudi Arabia, Switzerland, the UK, UNICEF, UNESCO, UNHCR, USA and the World Bank all play a key role in providing technical and/or financial support. ⁶⁷ MoPIC (2020) ⁶⁸ MoPIC (2020, p.38) ⁶⁹ UNHCR (2020) ⁷⁰ Economic Policy Council (2018) ⁷¹ NCHRD (2015) ⁷² MoPIC (2016) ⁷³ Barbelet et al. (2018) ⁷⁴ Barbelet et al. (2018) ⁷⁵ NCHRD (2015)

the Syrian crisis, along with the current youth population bulge in the country, are described as having ‘the potential to amplify opportunities or intensify challenges for development’ and it is noted that ‘[e]ducation is the key to transforming these daunting population trends into opportunities for growth and development’.⁷⁶ The strategy also emphasises the importance of increased efforts and support from the international community in order to improve access to and quality of education for both Syrian refugees and vulnerable Jordanians.

Education Strategic Plan 2018–2022 (ESP)

To support the implementation of the NSHRD and guide the necessary reforms in the education sector, the MoE has developed the National Education Strategic Plan 2018–2022 (ESP),⁷⁷ which also aligns with the seventh discussion paper of His Majesty King Abdullah, the Jordan Vision 2025, the JRP and the SDGs. The plan focuses on six priority areas: early childhood education, access and equity, quality, system strengthening, human resources, and vocational education. Since the plan emphasises equity, refugees, as a vulnerable population, are also targeted by the plan. The ESP is the main document that governs the work of the central level at the MoE and the work of Field Directorates, and represents a significant commitment on the part of the MoE to ensuring the right to education for all children, regardless of nationality and status.

Box 10: The Accelerated Access Initiative

The Accelerated Access Initiative is a multidonor fund that has been set up in order to offset the additional costs the Government of Jordan incurs when providing formal education for Syrian children.⁷⁸ These funds go towards teacher training, tuition fees, textbooks, furniture and operational costs of schools, including teacher salaries and the salaries of support staff. Key donors include Australia, Canada, the EU, Germany, Norway, the UK and the US, and the objective is to ensure quality public education for an estimated 130,000 Syrian refugee children.⁷⁹

Policies related to teacher management

Both the NSHRD and the ESP cover many aspects related to teachers and teacher management, including professional development, quality assurance when it comes to teaching and learning processes, monitoring and evaluation, and career progression. The NSHRD calls for the Government of Jordan and partners to deliver:

*For education providers and teachers: the capacity and tools to support learners across the Kingdom to realise their ambitions – with respect, fulfilment, and rewards to match.*⁸⁰

These documents note that currently teachers in Jordan do not receive adequate training, and do not have access to the right curriculum and assessment in order to support student success. Further, it is noted that neither strategic planning within the education system as a whole nor teaching practices are informed by data and evidence, leading to problems with accountability.

In addition to these key documents, there are a number of policy and legal documents specific to teacher management, including the CSB Bylaw regulating the work of civil servants, the *National Standards for the Teaching Profession*, the *Code of Conduct and Ethics for Teachers* and the *Teacher Ranking* document, which will be described briefly on page 40. According to a central-level MoE representative, there are also regulations governing teacher–student relationships, teacher–teacher relationships, teacher–principal/school leadership relationships and the relationship of the school with the local community.

CSB Bylaw regulating the work of civil servants

As fixed-term teachers in Jordan are civil servants recruited through the CSB, the CSB Bylaw regulating civil servants is of particular relevance for this study. The CSB Bylaw outlines the responsibilities of the CSB in the following areas:

- writing job descriptions for civil service roles
- determining what qualifications are required
- determining selection criteria for roles
- determining what temporary jobs might be needed to carry out specific government functions.

⁷⁶ NCHRD (2015, p. 50) ⁷⁷ MoE (2018) ⁷⁸ UNHCR (2021) ⁷⁹ *The Jordan Times* (2018) ⁸⁰ NCHRD (2015, p. 54)

The CSB Bylaw also outlines salaries of different grades or ‘ranks’, and the number of years working required to be eligible for pay rises. It also sets out different allowances for individuals based on their marital status and whether they have additional responsibilities on top of their regular role.

As a supplement to the CSB Bylaw, the CSB also issued a *Civil Service Succession Planning Guide*. The objective of the document is to boost a competency-based human resource management. The career succession planning is a process that determines each directorate/department’s vital jobs, as well as determining and evaluating potential employees. It is also concerned with employees’ qualifications and professional development.

National Standards for the Teaching Profession

The *National Standards for the Teaching Profession* document is the technical foundation for all steps of the teacher’s career path as related to professional development and qualifications. One of the key objectives is to build a common concept about the status of male and female teachers, their social and professional identity, and the professional competencies required of them. The *Standards* also set out guidance for training bodies that work with teachers and attempt to lay a foundation for the evaluation of teacher performance, both in terms of external and self-evaluation.

Code of Conduct and Ethics for Teachers

The *Code of Conduct and Ethics for Teachers* defines community expectations of teachers in terms of their daily personal and professional behaviour, values, and attitudes towards students and colleagues in formal and informal environments. In line with the *National Standards for the Teaching Profession*, the Constitution of the Hashemite Kingdom of Jordan and the Education Law, this document represents a reference framework for the development, implementation and monitoring of individualised professional codes of conduct that are to be prepared by educational and administrative staff in Jordan’s schools. These codes of conduct are expected to support teachers to develop a values and ethics system to guide their professional and personal lives, and should be reviewed and further developed throughout teachers’ careers.

Teacher Ranking document

In 2020, the Ministry of Education (MoE) revised the teacher ranking system to create clearer guidelines on how teachers can experience career progression. The *Teacher Ranking* document sets out five key teacher roles (teacher assistant, teacher, first teacher, expert teacher and leader teacher) and what qualifications and experience are required for each of them. The ranking document is applicable to all teachers employed through the CSB.

Part 1b

Perceptions of policy enactment

During interviews, research participants were asked about the development of policies and how they are enacted in practice. Analysis of interview data from both phases of the research reveals that policies are primarily developed at the central level, though there are some inputs from Field Directorate and school-level actors; that the degree of participation in policy differed across and within Field Directorates; and that the refugee crisis response has been mainstreamed into key education development policies. Our data also highlighted that refugee issues have been mainstreamed into plans at both the Field Directorate and the school level.

Policies were primarily developed at the central level with some inputs from actors at the Field Directorate and school level

According to interviewees at multiple levels of the education system, policies are developed at central level and disseminated down to schools through the Field Directorates. Central level informants advised that a broad range of stakeholders are invited to review policies before being implemented, including supervisors and ‘excellent’ teachers and principals. In fact, the introduction to the NSHRD notes that the process of developing it has involved ‘ongoing stakeholder engagement to take into account as many perspectives as possible and identify comprehensive and holistic recommendations’.⁸¹ When discussing the planning and development of policies at the ministry, key informants explained that outstanding teachers and supervisors are always included, in addition to policymakers at the MoE. According to one central-level interviewee, teams working on developing and planning policies always include principals, counsellors, teachers and supervisors, in addition to staff members from different departments and specialists from the MoE.

The degree of participation in policy differed across and within Field Directorates

Some Departments of Educational Training and Supervision at the Field Directorate level seemed to be actively involved in developing policies, and also given the opportunity to provide feedback that helps the central-level MoE in making decisions and drafting policies and strategic plans. Key informant interviews indicated that the *Educational Supervision*

Standards were devised based on the guidance of a committee formed of Heads of Supervision departments and members from the Directorate of Educational Supervision and Support at the Ministry. Heads of Supervision commented on sending feedback to central level with recommendations for making modifications to policies. However, some directorates appeared to be more involved in decision-making than others. Perhaps unsurprisingly, individuals at Field Directorate level in Amman reported having greater levels of input in policy decisions than individuals from other regions.

From the perspective of some school-level stakeholders interviewed for this study, however, it was perceived that schools do not have any input into the development of policies. In the words of one principal from a school in Amman:

We have no say at the school level. Whatever the Ministry decides we have to implement.

For example, the development of the new curriculum was a point of contention for many teachers interviewed. They suggested that the curriculum had a number of flaws, but that they were still expected to teach it. Some teachers said they refused, and that their supervisor supported this decision.

The refugee crisis has increasingly been incorporated in development policies, rather than solely within the humanitarian response

In recent years, there has been an important shift in the Government of Jordan’s approach to refugee education. A UN representative at the central level noted that at the beginning of the Syrian crisis, international agencies played a bigger role in providing education services to refugees, but that the Jordanian MoE started becoming increasingly involved in provision as time went on, and even included refugee education in the development of the ESP. With the support of UN agencies and other key partners, the MoE worked hard to:

mainstream all programmes that were being implemented by different partners and organisations into the priority areas of the Ministry of Education, looking at how to build the national system, as opposed to just focusing on the emergency humanitarian response.
UN representative

⁸¹ NCHRD (2015)

While both the ESP and the NSHRD clearly articulate a key role for the international community in supporting education for refugees, particularly in terms of financial resources, the protracted nature of the Syrian crisis has highlighted the importance of mainstreaming refugee issues into national education development plans and investing in strengthening systems, with the MoE taking on a leadership role. In the words of the UN representative:

I think that the launch of the ESP was a change in the positive direction. It managed to a certain extent to mainstream all the inputs that are being invested in the education sector. The good thing about the ESP is now all organisations are represented, so the MoE is aware of who is doing what. They're exerting efforts in terms of mainstreaming, and looking at how programmes can complement each other. ... at least the process has already started, and the ESP was a key document in terms of bringing everyone together and then mainstreaming the different programming that was happening in support of the Syria crisis, but also in support of the system as a system.

Refugee issues have been mainstreamed into the implementation of education plans at the Field Directorate and school level

There were examples of mainstreaming refugee issues into education plans at the Field Directorate and the school level. Heads of Planning at the Field Directorate level interviewed for this research reported that they were also responsible for monitoring numbers of refugees in their districts to ensure that their educational needs would be catered for, either by integrating them into single-shift schools, enrolling them in specially designated second shifts for formal provision, or in catch-up and/or alternative programmes. Finally, principals and teachers interviewed for the research described initiatives they had taken to provide additional support to Syrian students and their families and to improve the relationships between morning and afternoon shifts. As explained by a principal of a girls' school in Zarqa:

I believe that the Syrian students have the right to a proper education, and shouldn't be treated differently from Jordanians. They shouldn't be treated as refugees. They are human beings.

According to data from the NTS 2018, 89% of teachers surveyed working at host community schools integrating Syrian refugees and 87% of teachers surveyed working at Syrian second-shift schools either agreed or strongly agreed with the statement 'There is peace, inclusion and tolerance among host community and refugee students in the school.'

Box 11: Principal works to integrate Syrian and Jordanian students and encourage a community of teachers

The principal at a boys' school in Zarqa visited during the research had a clear vision of integrating Jordanian and Syrian students in the afternoon in order to improve social cohesion. He felt responsible for his community, which now included Syrian students, and appeared to be motivated by compassion, highlighting the need to support Syrian students on humanitarian grounds. By speaking about reducing conflict, anger and isolation, it was apparent that he was concerned about student wellbeing rather than just grades. For example, when asked about the impact of greater integration during the second shift, he used the term brotherhood and spoke about friendship and a reduction in conflict rather than grades:

Some Jordanian students in the second shift are relatives, some are the sons of teachers themselves. Because of the conditions of Syrian students, issues like war, I wanted to include other students because of the humanitarian perspective. I try to encourage interaction. They are very disadvantaged children coming from very harsh conditions, so it is an Islamic and humanitarian thing to do.

Although the principal said that teachers observe each other in their free periods, it was the teachers themselves who, without the principal present, gave details of how they make regular unannounced visits to each other's classrooms for peer observation. That the teachers were all in apparent support of this and did not feel pressured by unannounced visits suggests a culture of trust between them. In fact, the teachers said that they were close outside of work and that their relationship resembled a brotherhood rather than professional colleagues, with one stating that they are one family and another noting, 'We share with each other in the good times and the hard times.'

Part 1c

Awareness of policy

Stakeholders at schools visited were consistent in their descriptions of how policies were communicated to them, explaining that policies are created at central level, then transformed into procedures and instructions, then circulated to all parties, including different departments and directorates within the central level, the Field Directorates, teachers in the field, in addition to the ministries and partners such as QRTA, Queen Rania's Award for Excellence in Education, and other parties that provide accredited professional development programmes.

Principals seemed to have a good knowledge of the CSB Bylaw, the NSHRD and the ESP, though they expressed frustration that the first policy did not apply to daily paid teachers. Interestingly, while the new *Teacher Ranking* document had not been published at the time of the interviews and focus groups, both teachers and principals were well

aware that it was in development, and had a reasonable understanding of what this new system would involve.

Field Directorate actors seem well informed about policies emanating from the central level. Several communications channels are used: meetings, official letters and publications on the MoE's website. At the Field Directorate level, ESP was mentioned several times, with many interviewees answering 'of course' when asked about alignment with the ESP. Conversely, the NSHRD was not mentioned so often.

Such a high level of awareness could also be due to a strict monitoring process involving multiple actors across different levels and relying on coordination between several institutional actors. Table 11 describes some major steps of the monitoring and evaluation process at four different levels as they are planned in the ESP.

Table 11: Key roles and responsibilities for monitoring and reporting as set out in the ESP ⁸²

Policy level	Reporting and knowledge-sharing
International/ National	<ul style="list-style-type: none"> Three-day Annual Review of the education sector is supposed to be undertaken, which will include inputs from and measure progress according to indicators provided by a range of national and international partners, including the Key Performance Indicators provided in the ESP
Central	<ul style="list-style-type: none"> A well-organised reporting, feedback and response mechanism from the central ministry to Field Directorate and vice versa is supposed to be established by the Managing Director, Strategic Planning and Research (MD SPR) at the MoE, with inputs from the Queen Rania Centre (QRC), DCU and the National Committee for Human Resource Development (NCHRD) Annual narrative and financial report on ESP implementation should feed into Annual Review MD SPR with support from DCU, NCHRD and QRC is supposed to prepare periodic analytical reports detailing both routine ESP indicators and survey information
Field Directorate	<ul style="list-style-type: none"> Field Directorates are expected to organise monthly review meetings within their own respective managing directorates to review progress towards the targets, examine the problem areas of underachievement, identify good practices, and develop and implement follow-up actions They are also expected to provide monthly feedback to educational institutes on the quality of data and identify any discrepancies in the reported data, examine the problem areas of underachievement of planned results, and develop and implement remedial actions
School	<ul style="list-style-type: none"> Monthly reviews are supposed to be organised within schools and institutions and feedback provided to relevant staff EMIS data should be analysed every month to identify problem areas and develop and implement remedial actions

⁸² MoE (2018, pp. 18–19)

Summary

Part 1a: Policy landscape framing teacher management in public schools catering to Syrian refugees

Even in the absence of national legislation relating explicitly to refugees, Jordan's policy framework demonstrates a considerable effort to integrate Syrian refugees into the national education system, thereby reflecting international and regional commitments to developing and implementing long-term solutions to support refugees that also benefit host communities.

Jordan's existing national education plans and strategies aim to ensure equal access for Syrian refugees through, for example, the opening of additional second shifts at public schools in host communities and schools in refugee camps, and allowing Syrians to obtain Jordanian education certificates.

The MoE and partners have identified teacher management as a top priority, particularly when it comes to teachers' qualifications and career progression linked to professional development, based on the assumption that these strategies will raise the status of the profession and ultimately improve the quality of the education system as a whole, implicitly including refugees.

Part 1b: Perceptions of policy enactment

The research revealed positive developments when it comes to policy enactment, or the process by which policies are designed, disseminated, interpreted and implemented.

- At the central level, there is a continuous effort to engage stakeholders from sub-national and school levels in the policy development process.
- The refugee crisis has been progressively incorporated into national development plans, with the MoE playing an increasing role in coordinating the response across partners.

However, despite efforts to engage stakeholders from sub-national levels, the policy development process takes place mainly at the central level, with unequal participation within and across Field Directorates. Such flaws may hinder the integration of challenges encountered by teachers teaching refugees into the policy response.

Part 1c: Awareness of policy

Awareness of the different policies that apply to teacher management is strong, both at the Field Directorate and school levels, due to multiple communication channels used by the MoE. Additionally, there is a planned robust monitoring and evaluation framework for the ESP, offering multiple opportunities for actors at all levels to raise their awareness of progress towards successful policy implementation.

Part 2

Who teaches Syrian refugees in public schools and how are they managed?

This part addresses the second of the three study objectives as it relates to the MoE system, to explore teacher management in practice by examining:

- a.** who is teaching Syrian refugees in public schools,
- b.** recruitment and deployment,
- c.** teacher professional development,
- d.** job conditions, supervision and appraisal, and career paths, and
- e.** motivation and wellbeing, teaching quality, and retention.

The main sources of data analysed for this part of the report include semi-structured interviews with key representatives from Field Directorates and school principals, and focus groups with teachers in Amman, Irbid, Mafraq and Zarqa. This analysis was supplemented by data from the NTS 2018.

We also relied on our review of policy documents and interviews with central-level stakeholders to determine what official teacher management processes should look like according to policy, in order to better understand the interaction between policy and practice at the school level.

A summary of key points is provided at the end of Part 2.

Part 2a

Who teaches Syrian refugees in public schools?

Generally, Syrians in host communities are taught by daily paid teachers in the second shift of double-shift schools

At most of the double-shift schools visited as part of this study, the first-shift teaching staff tended to be made up of permanent teachers, while the second shift was made up of mostly daily paid teachers, though there were some examples of permanent teachers working in the second shift as well, and there are some Syrians who are integrated in classes with Jordanian learners in the morning shift or in single-shift schools.

All teachers working with Syrian learners in host communities are Jordanian citizens

At the time of writing this report, permanent and daily paid teachers at all MoE schools were Jordanian nationals. Syrian refugees are not entitled to work as teachers, as teaching is a profession reserved for those with Jordanian citizenship. However, many double-shift schools would engage the support of Syrian volunteers to act as community mobilisers to encourage Syrian parents to enrol their children in schools and to track attendance.⁸³

Teachers in second-shift Syrian schools are younger on average than teachers in schools with no Syrian students, but they have similar education levels

Data from the NTS 2018 suggests that teachers in second-shift Syrian schools are younger on average than teachers in schools with no Syrian students: 58% of survey participants from Syrian second-shift schools were aged between 21 and 30 compared with only 19% of participants from schools with no Syrian students.

Box 12: Types of teachers included in this research

Permanent teachers

In Jordan, elementary-level teachers are civil servants, who are hired by the CSB in collaboration with the MoE. Classroom or general teachers (for Grades 1–3) are generally Bachelor of Education holders, while subject teachers (Grades 4–6) should hold at least a bachelor's degree in their chosen subject. Schools are segregated by gender starting in Grade 4, so generally female teachers will teach at girls' schools and male teachers will teach at boys' schools.

Daily paid teachers

In addition to permanent teachers, many schools employ daily paid teachers, who are recruited and deployed by the Field Directorate. A daily paid teacher can work either as a substitute teacher to fill in for an absent teacher or temporarily fill vacant posts, or can work as a teacher in the second shift. Ordinarily these second-shift teachers are replaced each semester in order to give other daily paid teachers the opportunity to teach, though in schools that are supporting Syrian learners, very often these teachers are employed for a longer period of time in an effort to ensure that there is more continuity for refugee learners. These teachers do not have regular contracts, and their attendance is tracked at the school level so that they can be paid based on the number of days worked during each month. Many daily paid teachers are on the CSB waiting list, hoping to be appointed as fixed-term teachers.

⁸³ Within refugee camp schools, which are outside the scope of this study, UNICEF, with the support of CARE and other partners, recruits three types of Syrian assistants: (1) teacher assistants, (2) principal assistants, and (3) community mobilisers. The first two provide support with administrative tasks to teachers and principals, while community mobilisers fill a similar role to the Syrian volunteers in host communities.

However, the survey also indicates that teachers of refugees in Jordan hold similar qualifications to those who do not teach refugee students. A total of 45% of teachers surveyed who do not teach any Syrian refugees reported completing a teacher education programme accredited by a university or government institution. This compared to 47% of teachers who teach Syrian students in the second shift.

Figures are similar when observing the highest levels of education achieved by teachers. Among teachers in schools with no Syrian refugee students who responded to the survey, 73.2% hold a bachelor's degree, with 14.3% holding a higher diploma, master's or doctoral degree. Almost 11% of teachers in schools with no Syrian refugee students graduated from community college as their highest level of education, with 1.5% achieving Tawjihi or less. Teachers in Syrian second-shift schools reported higher overall education levels than their peers in schools with no refugee students. In Syrian second-shift schools, 87.5% of teachers hold a bachelor's degree and 11.2% hold a higher diploma, master's or doctoral degree. Only 1.5% achieved community college level or lower. (See figure 2.)

There is a shortage of male teachers in the whole system

Data from the EMIS showed a clear skew towards females in the general profile of the teacher workforce; 62% of the teacher workforce in Jordan is female. The shortage of male teachers was noted by informants at the central level, the Field Directorate level and the school level. According to

Figure 1: Percentage of teachers completing a teacher education programme by refugee setting, N = 755 (NTS 2018 data)

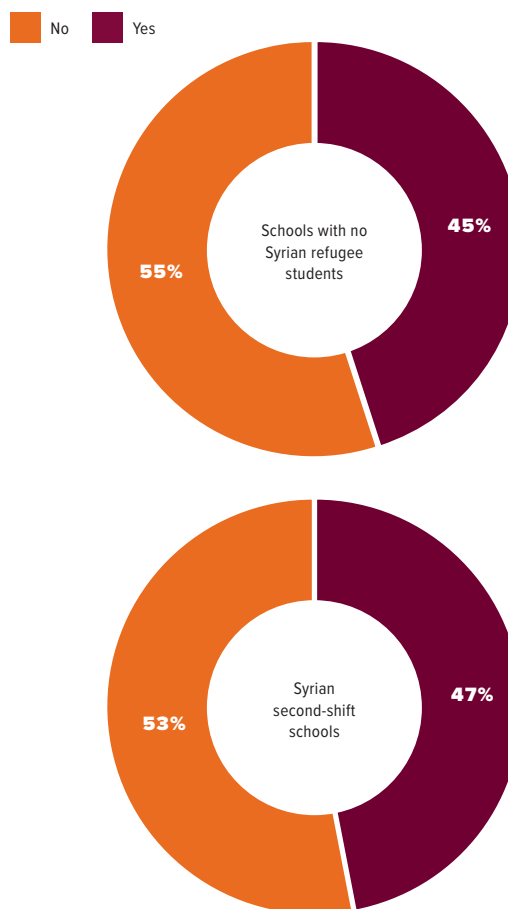
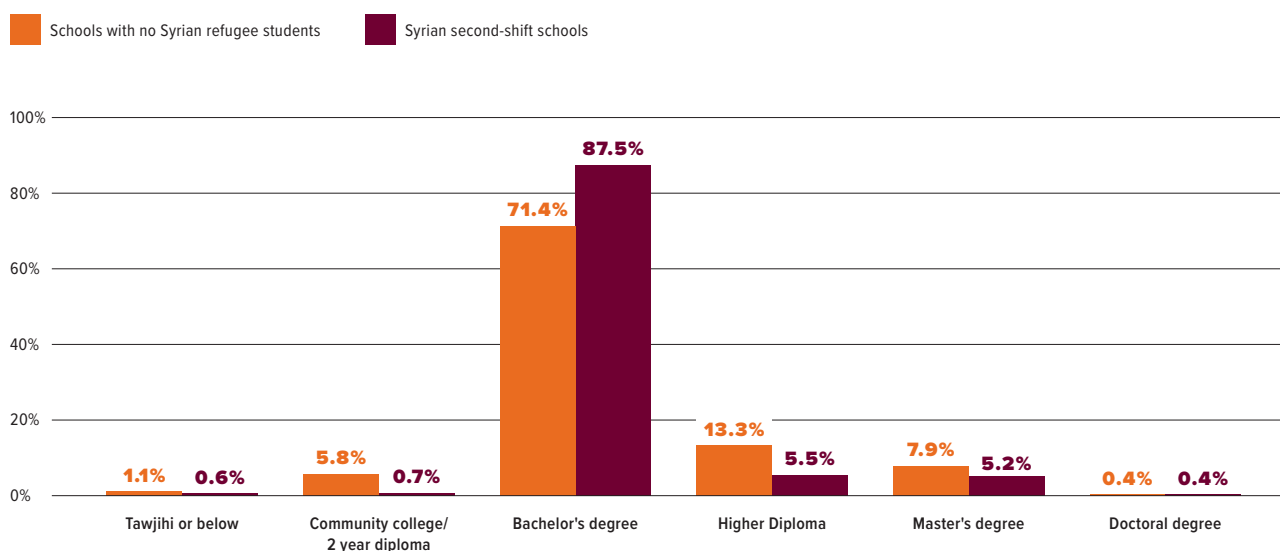


Figure 2: Highest qualification level by refugee/non-refugee settings, N = 755 (NTS 2018 data)



interviewees, the shortage of male teachers is due in part to cultural understandings about gender roles and changing perceptions of the status of the profession, as described below.

While many research participants spoke of the great importance of the teaching profession for society, most suggested that it was more suitable for women, not only because of the material conditions of the job, but because of a belief in women's maternal characteristics, which would enable them to raise and nurture younger generations. According to a CSB representative:

This is something related to our culture; this is the best profession for a female, in Jordan.

Another central-level informant noted that:

It is a profession that many girls in the country would aspire to be. It is a profession that really supports family life because of the timing of the school day, the vacations, and so on. So yes, you would find many female teachers attracted to the profession.

Interestingly, some interviewees expressed a belief that women were actually better teachers than men; for example, one teacher from a single-shift girls' school in Amman explained:

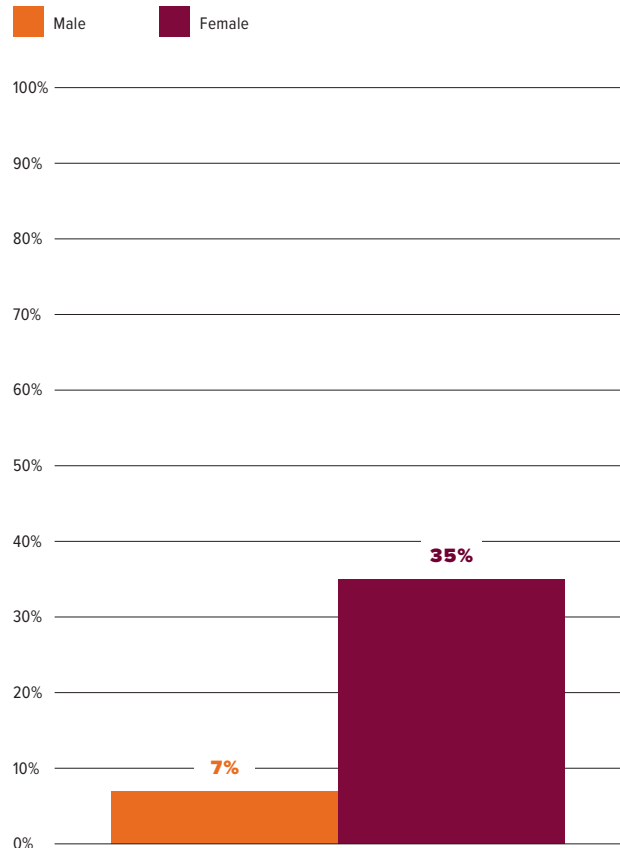
Usually, males have more difficulties than us. ... females are born to be mothers, so, teaching is not that difficult for us.

Data from the NTS 2018 highlights the different perceptions on suitability of teaching by gender among those responding to the survey, and it is clear that female teachers are much more likely than male teachers to have chosen this profession primarily because it was deemed most suitable for their gender. (See figure 3.)

Despite the respectability of the teaching profession for women, many female teachers stated that they did not actually choose to be teachers, but that pressure from mostly male relatives and societal expectations meant that teaching was often the only option open to them if they wanted to have a job.

I actually wanted to become a paediatrician, but it wasn't an option for me. When we were young, people would ask us what we wanted to be when we got older, but it hasn't happened ... it's still only a dream for us.
Morning-shift teacher at a double-shift girls' school, Zarqa

Figure 3: Gender reported as main reason for becoming a teacher, N = 2,335 (NTS 2018 data)



Part 2b

Recruitment and deployment

Minimum qualification requirements for teachers

What the policies say

To become a public school elementary teacher, a candidate must hold at least a bachelor's degree in education (for classroom/general teachers teaching Grades 1 to 3) or in a specific subject (for subject teachers teaching Grades 4 to 10). In cases where there are severe teacher shortages, for example, in rural areas or schools catering to refugee learners, applicants with a community college diploma or less will be considered.

Access to higher education programmes is based on an applicant's score on the national Tawjihi exam, with lower scores required for education programmes than for other professional programmes. According to an MoE representative, given that girls typically score higher on the Tawjihi exam compared with boys, a draft bylaw requiring gender parity in recruitment for different university subjects had to be scrapped.

Qualification requirements in practice

From the NTS 2018 data on teacher qualifications, it is clear that the vast majority of teachers who participated in the survey hold a bachelor's degree or higher (93%, comprising 78% with a bachelor's degree, 8% with a higher diploma, 6% with a master's, and 1% with a doctoral degree), suggesting that the policy requiring a minimum of a bachelor's degree in education or in a relevant subject in order to become a teacher has been successfully implemented in practice. This trend towards higher qualification levels among teachers is in keeping with an overall expansion of higher education globally and in the region, without a comparable expansion in the labour market.

Interestingly, according to the NTS 2018 data, a higher proportion of surveyed teachers from second-shift Syrian schools met the minimum qualification requirements (97.5%) than surveyed teachers from schools with no Syrian students (87.5%). One possible explanation for this discrepancy is that teachers at schools with no Syrian students are mostly permanent teachers, and some of them may have held their teaching position for a long time, potentially before minimum qualification requirements were enacted. Data on ages of survey participants to some extent support this interpretation, with 58% of participants from Syrian second-shift schools

aged between 21 and 30 compared with only 19% of participants from schools with no Syrian students.

According to the NTS 2018 data, 71% of MoE teachers at the lower elementary cycle interviewed for the survey held a degree in education, compared with only 14% of the Grade 4 to 6 teachers interviewed. The majority of Grade 4 to 6 teachers surveyed held degrees in humanities (49%) and natural sciences (27%).

Interviews with central-level stakeholders revealed that the MoE is exploring a number of ways of improving the quality of prospective teachers and increasing the prestige of the profession, including through the raising of minimum Tawjihi scores required of applicants, and requiring a postgraduate diploma in initial teacher education (ITE) for all teachers in basic education. However, at the time of writing this report, only one such programme, offered by the QRTA, is available in Jordan. The QRTA programme is a merit-based scholarship programme, and, while there are plans to expand the number of universities offering such diplomas, including using self-funding mechanisms, requiring an ITE postgraduate diploma of all teachers in Jordan before they join the profession is currently cost-prohibitive for both the Government of Jordan and individuals who plan to become teachers. This topic will be explored in greater depth in Part 2c (page 54) on 'Teacher training and professional development'.

Recruitment of teachers

What the policies say

Once they have graduated from their bachelor's programme, potential candidates for permanent elementary teaching posts must apply to the CSB rather than the MoE, as public school teachers are considered civil servants.

The MoE is in charge of assessing teacher needs every year. For each position to be filled, the CSB communicates a list of six candidates, who are evaluated according to six criteria listed in table 12 (page 51), along with each criterion's respective weighting in the evaluation.

As can be seen from the table, 'seniority' (as defined by graduation year and application year) accounts for almost half of the prospective teacher's evaluation score, compared with 'academic background' (as defined by post-secondary grade and Tawjihi score), which accounts for less than 20%.⁸⁴

⁸⁴ QRF (2017b)

When it comes to the recruitment of daily paid teachers, there is no official centralised policy, and hiring processes and decisions concerning these teachers are decentralised to the Field Directorate level. Candidates for daily paid positions will sit an exam set by the MoE to determine their eligibility, and eligible individuals will have their names added to a list at their respective Field Directorate. According to a senior representative at the MoE, those candidates scoring highest on these exams are recruited to teach Syrian learners, either in camps or in the second shift of public schools.

The ESP includes a *Strategy for Mainstreaming Gender Equality in Education* as an annex, and among several priority interventions outlined in this document are ones related to ensuring that planning, monitoring, evaluation and quality control of teacher policies are gender-sensitive, including in the area of selection and recruitment of teachers and other education personnel. In particular, the document highlights the need to address a lack of women in senior positions, and a shortage of male teachers. One initiative the Government of Jordan has taken to address the shortage of male teachers is the introduction of a special ‘migrating’ allowance to encourage male teachers to apply for jobs in hard-to-staff areas.

Recruitment in practice

School visits and interviews with representatives from the Field Directorate and the central level revealed that the recruitment process for permanent teachers in practice clearly followed policy. The recruitment of permanent teachers involves interaction between the central, regional and school levels as outlined above; a stakeholder in Mafrq indicated that all 14 departments in the Directorate are involved in the recruitment process.

From interviews with principals and Field Directorate staff, we learned that daily paid teachers are recruited at Field Directorate level on a needs basis. For first-shift or single-shift schools, there may be requirements for a daily paid teacher to cover sick or maternity leave, or to cover a post until budget is available to recruit a permanent teacher.

As previously mentioned, the Government of Jordan faces challenges when it comes to recruiting sufficient numbers of male teachers across all research locations, evident among both permanent and daily paid teachers. This shortage is due in part to cultural understandings about gender roles and changing perceptions of the status of the profession. Interviewees from all levels of the education system noted that shortages were particularly pronounced in certain subjects, including Arabic, English, sciences and mathematics, and in the second shift. As classes in the lower cycle (Grades 1–3) are often co-educational and taught by female teachers, the impact of the male teacher shortage is relatively low at this level.

Table 12: Evaluation criteria for applicants for elementary-level teaching posts

Criterion	Approximate weighting
Post-secondary grade	10%
Tawjihi score	10%
Year of graduation from university	30%
Year of application to the CSB	20%
Content-based examination	20%
Interview	10%

Box 13: Current mitigation strategies for addressing the shortage of male teachers

The following mitigation strategies were described by interviewees as being used to address the shortage of male teachers.

1. Employing the same male teachers to teach in both the first and the second shift: All of the boys’ schools visited noted that they were currently using or had in the past used this strategy. Teachers at one school mentioned that this was a financially appealing option for them because they would have to find additional work to supplement their income anyway if they were not teaching.

2. Recruiting male teachers qualified in a closely related subject: This option was noted by officials at the Field Directorate level as an option when they were unable to recruit male teachers in a given subject.

3. Recruiting retired male teachers to work in second-shift schools: Some Field Directorate representatives mentioned that they would look to retired teachers for additional support to staff their second-shift schools.

4. Recruiting underqualified male teachers: A last resort mentioned by officials and schools was to hire underqualified teachers. This was never mentioned as a solution for female teachers during interviews, as there was no shortage of qualified female candidates for teaching positions.

Central-level interviewees mentioned that the MoE was exploring the recruitment of female teachers to teach boys at the Grades 4 to 6 level, though this strategy was not widely practised at the time of writing this report.

Deployment of teachers

What the policies say

Each year, the deployment of teachers is undertaken following an annual class formation exercise. At the Field Directorate level, the Educational Planning Department is responsible for this class formation plan, in collaboration with the HR Department. The development of this plan involves collecting and compiling data from principals in their respective districts on the number of students expected to enrol over the coming academic year, and the number of teachers and administrative staff currently employed, and those about to retire, in order to determine the number of teachers and administrative staff needed. These plans are then submitted to the MoE, who works with the CSB to deploy permanent teachers to fill vacancies in the schools, according to their rank on the CSB list (determined by an evaluation of each candidate according to the six criteria listed in table 12). Typically, permanent teachers are recruited to teach in single-shift schools or in the morning shift of double-shift schools.

For daily paid teachers, the Field Directorate has the overall authority when it comes to their deployment, so when there is a need for a daily paid teacher, either as a substitute teacher or to temporarily fill a vacant post, the official procedure is for school principals to contact the Field Directorate directly and provide details on the teacher required (e.g. gender and subject specialism), and a suitable candidate will be selected from the Field Directorate list.

The Educational Planning Department at the Field Directorate plays a key role in the deployment of teachers for Syrian learners in their respective districts. The department is tasked with following up on and updating schools' information in Open EMIS in general, and is also responsible for monitoring the refugee population in their area to help the central-level MoE determine whether new shifts or schools need to be opened or if they can be enrolled in existing single- or double-shift schools.

Typically, daily paid teachers who are filling vacant posts will be replaced each semester, in order to ensure that other daily paid teachers are able to acquire teaching experience. However, according to a senior representative from the MoE, Field Directorates and schools are encouraged to retain daily paid teachers working with Syrian students in the same posts for more than one semester to provide continuity for refugee learners and to ensure they do not have to spend more money each semester on training new teachers to work with these learners. This strategy for ensuring learning continuity is promoted by donors, who contribute funds towards second-shift schools for Syrians, including salaries for daily paid teachers.

Teacher deployment in practice

Many permanent teachers interviewed experienced long waiting times between applying to the CSB and their appointment and deployment.

At one school, a teacher indicated that she had been on the CSB waiting list for 20 years before being deployed as a permanent teacher. At another school, a number of daily paid teachers explained that they were actually on the CSB waiting list and were hoping that permanent positions would open up for them.

One central-level informant involved in teacher professional development explained how these long waiting times, compounded by a privileging of 'seniority' over academic background in recruitment processes and lack of clarity over pre-service requirements, represented a policy gap:

This is currently the downside of not having a clear policy on this, on where our teachers are coming from and why hiring continued through CSB and I am waiting in line. Some student teachers [in the pre-service postgraduate ITE programme] right now finished their Bachelor's 15 years ago! So that's a long time to wait. They haven't worked, or they've worked in other areas but they haven't worked as teachers. Teacher professional development provider, central level

Box 14: Long waiting times between application to the CSB and appointment as a teacher

Of the seven permanent teachers interviewed at a girls' double-shift school in Zarqa, six had worked as daily paid teachers before being appointed as permanent teachers, and one had come from the private sector, having previously taught in Malaysia and Saudi Arabia. For this group, the waiting time between applying to the CSB and being appointed as a permanent teacher ranged from one to 11 years. These teachers described how happy they had been when they were finally given their permanent teaching posts, with one teacher exclaiming: 'I was so happy I cried!' When people ask her how she can keep smiling after so many years of teaching, she explains that she is happy that she is lucky and finally has a job. Aside from increased job security and access to benefits, permanent posts mean that teachers are able to stay at the same school, rather than staying for one semester, only to be replaced by another daily paid teacher.

In some of the schools visited during the research, permanent teachers from the morning shift were also deployed as daily paid teachers in the second shift.

According to one principal at a girls' school in Amman, one or two of these dual appointments were made following her request to the Field Directorate, so that these permanent teachers from the morning shift could support their inexperienced colleagues in the afternoon shift and ensure that Syrian students would benefit from learning from more experienced teachers. At a boys' school, almost all of the permanent teachers from the morning shift were deployed as second-shift teachers for the Syrian students as well. According to the principal at this school, this was common practice, particularly in larger directorates where male teachers are already in short supply. In schools where these dual appointments were common, some principals and teachers expressed concerns that the increased workload for these teachers would have negative impacts on their wellbeing, ultimately leading to problems with quality.

At the time of interviews, principals' involvement in recruitment and deployment was mostly limited to submitting to the Field Directorate the number of teachers they needed and in which subject(s), and reporting teacher attendance and/or performance.

Some school principals noted they would like to have greater involvement in the decision-making process and some also expressed dissatisfaction on how often some daily paid teachers were rotated, particularly in the first shift. They suggested that this disrupted learning, made it difficult to invest time in teachers, and meant they can lose effective teachers. One school principal in Amman highlighted how they had requested that some high-performing daily paid teachers be allowed to remain at the school beyond that semester, though whether or not the request would be approved was entirely dependent on the Field Directorate. Not all schools noted this as a problem, however, and some daily paid teachers interviewed had been at that school for longer than one semester. It was unclear whether this was due to fewer teachers on waiting lists in that area, or whether the school principal had been able to successfully request they remain at the school through their Field Directorate.

The directorate has the perspective that they need to follow the regulations that everyone has a chance to teach as a daily paid, even if that means disruption for students and schools. Principal, Amman

Key stakeholder interviews at the Field Directorate level indicated that there was indeed greater continuity in daily paid teachers in the second shift than daily paid teachers teaching during the first shift, and explained that this was

a requirement of donors who pay the daily paid teachers' salaries in second-shift schools for Syrian refugees. As donors had invested heavily in training and professional development of teachers of refugees, they had stipulated that they must not be rotated at the same frequency as first-shift daily paid teachers. In Irbid, some second-shift teachers had been working within the same schools for five years.

Part 2c

Teacher training and professional development

Pre-service teacher education

What the policies say

As noted previously, in order to become a classroom or general teacher teaching Grades 1 to 3 in Jordan, teachers have to hold a Bachelor of Education, which includes courses on pedagogy and practical experience, where student teachers have the opportunity to work in schools under the supervision of a mentor and cooperative teachers. However, according to a central-level stakeholder involved in teacher professional development, the hours for this practicum have been reduced over the last decade.

Subject teachers for Grades 4 to 6 are required to hold a bachelor degree in their specific subject area, which does not include any pedagogy courses or practical experience. Up until 2006, pre-service Field Teacher education programmes were available for subject teachers, which not only provided training in a particular subject and pedagogical training, but also the opportunity to build pedagogical content knowledge through practical experience. According to central-level interviewees, the MoE decided to disband the Field Teacher programmes because they had concerns about the quality of these programmes.

According to an MoE representative, the MoE used to run induction trainings for prospective teachers in the summer before they started teaching, which were meant to help prepare new teachers for service. However, the NSHRD describes the induction programme as ‘insufficient both in terms of duration (ranging from two weeks to two months) and quality ... [as it] does not allow teachers to be trained in more fundamental concepts than classroom management.’⁸⁵ Further, the fact that the programme took place in the summer was seen as problematic, as students would be on vacation and teachers would then not have the opportunity to gain practical teaching experience during the induction programme.

As previously noted, the Government of Jordan has expressed concerns about the quality of Bachelor of Education and induction programmes, and a lack of pedagogical and pedagogical content knowledge in pre-service training for subject teachers. The MoE is exploring the possibilities for requiring teachers to have a postgraduate pre-service diploma in teaching. Currently, there is only one such pre-service programme, a scholarship programme offered by the QRTA, though there are plans to increase the offer at other institutions, including through self-financing programmes.

Box 15: The QRTA Pre-Service Teacher Education Professional Diploma

The QRTA was tasked by the MoE to create a scholarship-based postgraduate pre-service programme to enhance teachers’ qualifications. The Teacher Education Professional Diploma (TEPD) is the first of its kind in Jordan. Introduced by QRTA in 2016, and developed with the support of University College London Institute of Education, the programme ‘reflects QRTA’s commitment to creating and maintaining a pool of highly qualified and motivated teachers’.⁸⁶

The TEPD is a 24-credit hour, nine-month diploma offered by QRTA, awarded by the University of Jordan and accredited by the MoE. The diploma combines theory and extensive practicum experience for future teachers of Early Grades (1–3) and Grades 4 and above.

Access to the diploma is based on standards set by the MoE and the selection process is facilitated by the CSB: a Tawjihi score of at least 80 (compared with 65 for teachers pursuing the regular route into teaching), a good command of written and spoken Arabic, and an undergraduate degree in mathematics, English or science with satisfactory results. Additionally, eligible candidates must be under 30 years of age, must submit a personal statement, a subject-related task, and participate in a group task, and must be interviewed. Once they have graduated, prospective teachers are supposed to have priority on the CSB list, and are expected to commit to teaching at an MoE school for a minimum number of years.

⁸⁵ NCHRD (2015, p. 103) ⁸⁶ QRTA (2020)

Pre-service teacher education in practice

The benefits of pre-service teacher training were recognised across schools visited during the study, including the chance for newly appointed teachers to develop a 'readiness to teach' before they take up their post.

Now I know what I am doing. Before, I didn't know what the purpose was of what I did, but now after the QRTA training I know. I know when I am applying a certain strategy, what is the goal that I want to reach.

Morning-shift teacher from a girls' school in Amman whose principal had nominated her for the QRTA diploma when she was working as a daily paid teacher

While graduates from the QRTA programme, and, to a lesser extent, those with a Bachelor of Education, felt prepared to start teaching, teachers without any pre-service training, including subject teachers, felt much less prepared. In the words of one subject teacher:

I was afraid, to tell you the truth. I was not ready. But as the days went by, I got better. *Afternoon-shift subject teacher at a mixed school, Mafrq*

Practical experience was particularly valued, with Bachelor of Education holders observing that the practicum had been the most useful part of their degree. However, the practical component of the Bachelor of Education has been reduced over the past few years, and this, as well as the quality of some aspects of the degree programme, was raised as a concern by interviewees from the central level and at the school level. Further, in one focus group, teachers pointed out that the long period of time they spent on the CSB waiting list before being appointed as permanent teachers meant that they had forgotten a lot of what they learned in their degree programme, as they had not had a chance to apply this knowledge on a regular basis. This was true for subject teachers as well in terms of content knowledge.

For some teachers, their pre-service preparation was more informal and consisted of learning from older family members, teaching informal lessons to young relatives or neighbours, or watching video tutorials online, as was the case for one daily paid teacher in Mafrq:

I learned from the environment in my house, from teaching my children, and teaching my neighbours' children. This was the only experience I had, but it really helped me to deal with the classroom, with the children in the school. *Afternoon-shift teacher at a mixed school, Mafrq*

While the quality of the QRTA postgraduate teaching diploma was widely recognised, a number of central level interviewees pointed out that there are not enough QRTA graduates to staff MoE schools, and that a cost-effective approach for expanding postgraduate teaching programmes to reach all pre-service teachers remains elusive.

In-service training for novice teachers

What the policies say

In 2013, as another strategy to overcome the challenges associated with current pre-service teacher preparation, the MoE introduced a new training programme known as the Induction Programme for Newly Appointed Teachers (IPNAT) that is required for all novice teachers to complete during their first year of service, including those with a Bachelor of Education. Graduates from the QRTA pre-service postgraduate diploma (or another postgraduate teaching diploma, if relevant) are exempt from this programme.

This training consists of 160 hours (33 working days), and covers the key dimensions of teaching, including teaching strategies, assessment, classroom management, scheduling and lesson planning, etc. Most teachers take this training during evenings and/or Saturday mornings, and the training is delivered by supervisors from the Field Directorate, with representatives from the Field Directorate indicating that it is 'the best' supervisors who are chosen to deliver the IPNAT training to ensure the quality of the programme. Once teachers have completed this training, they are expected to sit an exam, and then they receive a certificate.

In-service training for new teachers in practice

Interviewees at the Field Directorate level suggested that the IPNAT is receiving positive feedback from teachers, and, indeed, during school visits, principals and teachers were generally positive about the required IPNAT training, as they felt that it supported the early development of key pedagogical skills and knowledge. One principal noted that the programme was of good quality, but she felt that the QRTA diploma was advantageous because QRTA graduates would come to her school ready to teach, rather than having to develop these key skills during their first year of service. At some schools, daily paid teachers were allowed to take this induction training because the MoE felt that it would improve the quality of teaching for Syrian students in the second shift. At one school in Amman, the principal was concerned that daily paid teachers would take the certificates from the training and use them to try to find jobs in the private sector.

In-service professional development

What the policies say

A bylaw has been drafted requiring teachers to complete a certain number of CPD hours every year, though that bylaw had not been approved at the time of writing this report. However, the ranking system adopted by the MoE in the early 2000s does include regulations concerning the number of CPD hours and types of CPD programmes required for teachers to progress to a higher rank, though it has been difficult to implement these regulations in practice, according to a representative from the MoE. As a result, since 2011, the MoE has been revising and updating this system, in part to ensure that all teachers participate in ongoing professional development.

A range of providers, including the MoE, QRTA, UN agencies and non-governmental organisations (NGOs) are responsible for the provision of in-service professional development programmes and training. Some of these, including a programme designed by the Norwegian Refugee Council (NRC) and one designed by QRTA in collaboration with UNESCO, specifically cover how to better respond to the needs of refugee students and provide psychosocial support to all learners. According to a QRTA representative, the latter programme was started in response to the increased influx of Syrian refugees in Jordan, before the Government of Jordan opened up additional second shifts to support refugee learners. The programme focused on creating awareness and knowledge on how to address the needs of refugee students, and how to integrate them with Jordanian students. At the request of the MoE and with funding from the United States Agency for International Development (USAID), the programme was scaled up and its scope expanded to ensure that any teacher has the foundational skills to detect early signs of trauma, abuse and other psychosocial support needs in all students, not only refugees. It is currently being packaged as one of the CPD programmes teachers have to complete in order to meet the national Teacher Standards and be promoted. There is a need to ensure that CPD around psychosocial support to learners takes into consideration the curriculum, the role of school counsellors and the inclusivity of the overall school environment. Consideration may also be needed around psychosocial support for teachers and school counsellors themselves in their role supporting refugee learners.

The Departments of Educational Training and Supervision in the Field Directorates are responsible for conducting in-service training for teachers, though these are often

Box 16: Examples of official in-service teacher professional development programmes

Education Reform Support Program (ERSP)

This was a five-year programme funded by USAID and delivered by Creative Associates International. It reached almost 12,000 educators, providing professional development opportunities to teachers across a range of areas.⁸⁷

Science Education and Enhancement Development (SEED)

The overarching aim of the SEED training programme was for teachers of basic education in Amman, Salt, Irbid and Karak to implement effective science education utilising information and communication technology (ICT).⁸⁸

Intel Teach Program

This programme aims to help teachers transition from traditional methods of instruction to student-centred approaches and incorporate technology in the classroom.⁸⁹

Early Grade Reading and Mathematics Project (RAMP)

RAMP is a partnership between USAID and the Jordanian MoE. The main goal of RAMP relates to instituting reading and mathematics teaching and learning methodologies, policy and practices within schools, communities and government entities that focus on improving learning outcomes for reading in Arabic and mathematics in Grades 2 to Grade 3. In 2019, 14,000 teachers participated in RAMP.⁹⁰

delivered in partnership with external and international parties, according to one interviewee from the Field Directorate. They are tasked with assessing the training needs of teachers, preparing training centres, deploying education supervisors as trainers, and conducting training, in addition to preparing learning communities of teachers that are facilitated by supervisors based on teachers' needs. Each training session is evaluated through perceptions of attendees after completion of the session or course. In addition to training sessions, teachers are also supposed to receive one-on-one professional development and supervision support from education supervisors.

⁸⁷ Creative Associates International (2021) ⁸⁸ MoE and Japan International Cooperation Agency (2009) ⁸⁹ Intel Corporation (2007) ⁹⁰ QRF (2017b)

Box 17: The role of education supervisors in providing professional development

The Jordanian system has education supervisors who are responsible for providing professional support to teachers and to school principals. Subject-specific supervisors are deployed at the Field Directorate level, and are specialists in academic subjects such as Arabic and English. The role has undergone changes in recent years, moving away from a 'control' to a 'support' function, with subject-specific supervisors playing less of a role in evaluating teacher performance. Supervisors coach teachers through one-to-one support and deliver professional development training in areas of identified need. They also provide input into teacher evaluations and recommendations for improved performance. The main objective of supervisors is to provide technical support to teachers at the classroom, school and Field Directorate levels. Supervisors also play a supportive role to the school principal in whole school improvement.

In-service professional development in practice

Across schools visited during the research, teachers reported participating in a range of formal and informal professional development activities, including ERSP, SEED, Intel and RAMP, and mentoring and observation of other teachers. In many schools, the importance of peer support and learning communities was recognised, particularly when it came to learning from more experienced colleagues, including the principal.

I give teachers trust to inspire them. I form the learning communities and learning rounds as I like to call them. I do not work with them as a principal, as someone above them, but as a team. Principal at a double-shift girls' school, Irbid

Indeed, the majority of elementary-level teachers surveyed as part of the NTS 2018 reported participating in some form of professional development activities, including courses and workshops, reading research and other materials, mentoring, and peer observation. However, participating in conferences and observations at other schools and conducting research were less common. This information is summarised in table 13.

In some schools visited, there was a perception among first-shift teachers that second-shift teachers were given more professional development opportunities than them, and the NTS data appeared to support this view. According to the NTS 2018, 83% of elementary-level teacher respondents from Syrian second-shift schools reported attending courses and workshops as part of their in-service training in the past year, compared with 72% of teachers at schools with no Syrian refugees.

Some school principals at the schools visited suggested that all teachers are given equal opportunities, but that second-shift teachers, who are typically daily paid teachers, may have greater training needs than permanent teachers. In a couple of focus groups, second-shift teachers did indicate they received professional development opportunities, although many were specific to their role of teaching refugee children and others were designed to provide support to the teachers with the least teaching experience. At a boys' school in Zarqa and a mixed school in Mafraq, second-shift teachers explained that in-service training had helped them build skills to better support Syrian students.

Table 13: Types of professional development elementary-level teachers participated in during the 12 months leading up to the administration of the survey, N = 2,335 (NTS 2018 data)

During the last 12 months, did you participate in the following professional development activity:	Yes	No
Courses/workshops (e.g. on subject matter or methods and/or other education-related topics)?	75%	25%
Reading research, books or academic articles related to teaching, teaching strategies, teaching instruction techniques, pedagogy, etc.?	62%	38%
Participating in mentoring and/or peer observation and coaching as part of a formal school arrangement?	59%	41%
Learning through peer mentorship and shadowing/observing other teachers?	68%	32%
Conducting research, either individually or collaboratively, on a topic of professional interest?	42%	58%
Participation in education conferences?	43%	57%
School observation visits to other schools?	40%	60%

From both the NTS data and our school visits, there was a general sense among teachers working with Syrian students that they did not have sufficient training in responding to the needs of Syrian refugees. Only 16% of NTS respondents from Syrian second-shift schools responded 'Not at all' to the question 'To what extent does the following pose challenges for you when teaching refugee students: Insufficient training to meet refugee students' psychosocial support needs?'; 36% responded 'To some extent', 34%, 'Quite a bit', and 14%, 'A lot'.

During a focus group with female teachers in Amman, one teacher explained:

The Syrian students are disconnected from schools. Some have been away from school for two to three years and it becomes very difficult for them to come back to school after so much time.

She expanded on this point, noting that students are dealing with the loss of parents, family members, sometimes everything, leading to many psychosocial issues, giving the example of one of her students who she said was still traumatised from having a bomb land on their house back in Syria. A Social Studies teacher in the same group mentioned that she finds it particularly difficult to help these students, as her work involves discussing history and society, so it is hard to avoid political and sensitive topics that may upset students, and possibly retraumatise them.

When it came to the need for more formal in-service training opportunities more broadly, both principals and teachers at some of the schools visited noted that there were not always relevant training options available, and that the quality differed depending on the provider. For example, a group of female teachers in Irbid explained that they submit their training needs at the start of the year, but it was rare that there would be professional development opportunities in the areas they

identified. Some teachers felt that the costs of participating in CPD opportunities outweighed the benefits, for example, at a boys' school in Amman, where daily paid teachers in the afternoon would have to miss their teaching shifts to participate in training, meaning that they would not be paid.

Other key challenges to participation in CPD identified by principals and teachers in this research included lack of incentives, limited options for childcare, scheduling and transportation problems (particularly for training occurring outside of the school), and limited availability of spaces, with one principal from Amman noting that not all the teachers she nominated for training would be given places. This principal suggested that training should be offered at a school level to ensure all teachers are given equal opportunity to participate.

These challenges were also recognised in the NTS 2018, as illustrated by table 14, which shows the percentage of survey participants responding 'Agree' or 'Strongly Agree' to the question 'How strongly do you agree or disagree that the following presents a barrier to your participation in professional development?' across the three different settings of relevance to this research, i.e. schools with no Syrian refugees, schools integrating refugees, and second-shift Syrian refugee schools.

Across the three different settings, lack of employer support, lack of incentives for participation and lack of transportation were most frequently identified as barriers to participation, though it is interesting to note that conflicts with work schedule and family responsibilities were identified as barriers more frequently at schools with no Syrians or schools integrating Syrians than at second-shift Syrian schools. This suggests that professional development opportunities may most frequently take place in the morning when second-shift teachers are not working, and will not need to take care of their children, who would be in school at this time.

Table 14: Reasons for not participating in CPD, N = 1,717 (NTS 2018 data)

Barriers to participation in CPD	Percentage of respondents identifying as barrier*		
	Schools with no Syrians (N = 225)	Schools integrating Syrians (N = 962)	Second-shift Syrian schools (N = 530)
Not having the prerequisites	11%	15%	13%
Professional development is too expensive/unaffordable	54%	52%	54%
There is a lack of employer support	60%	58%	63%
Professional development conflicts with work schedule	69%	63%	48%
No time because of family responsibilities	62%	63%	45%
There is no relevant professional development offered	61%	55%	51%
There are no incentives for participating in such activities	72%	64%	62%
Lack of transportation	74%	68%	63%

*Percentage of survey participants responding 'Agree' or 'Strongly Agree' to the question 'How strongly do you agree or disagree that the following presents a barrier to your participation in professional development?'

There were also concerns among principals at some of the schools visited that supervisors from the Field Directorate were often overstretched and unable to provide the appropriate professional development support to all teachers. According to a principal from Mafrq, there was neither the time nor the resources for supervisors to adequately fill their dual role as trainer and supervisor, meaning that the quality of professional development support they are able to provide suffers:

***They should either be trainers or supervisors.
They cannot be both.***

She explained further that in Mafrq, supervisors would sometimes have to use their own cars to deliver training at schools, which she felt was impractical, noting that it was not fair to supervisors to expect them to use their own resources. A representative from Mafrq Field Directorate described another challenge for supervisors and the Training and Supervision Department as a whole, which was the replacement of some daily paid teachers every semester, as supervisors are then not able to carry out their plans for teachers' professional development and follow up on their progress.

Some principals, teachers and Field Directorate representatives noted during interviews that supervisors' support of second-shift teachers is often dependent on external funding, so there have been periods where supervisors have not been in a position to provide any support in the second shift. However, looking at the data from the NTS 2018, there were no major differences in the distribution of responses across settings to the question 'To what extent does the following factor pose challenges in your work as a teacher: Insufficient support from Education Supervisors/Education Specialists?', as can be seen from figure 4.

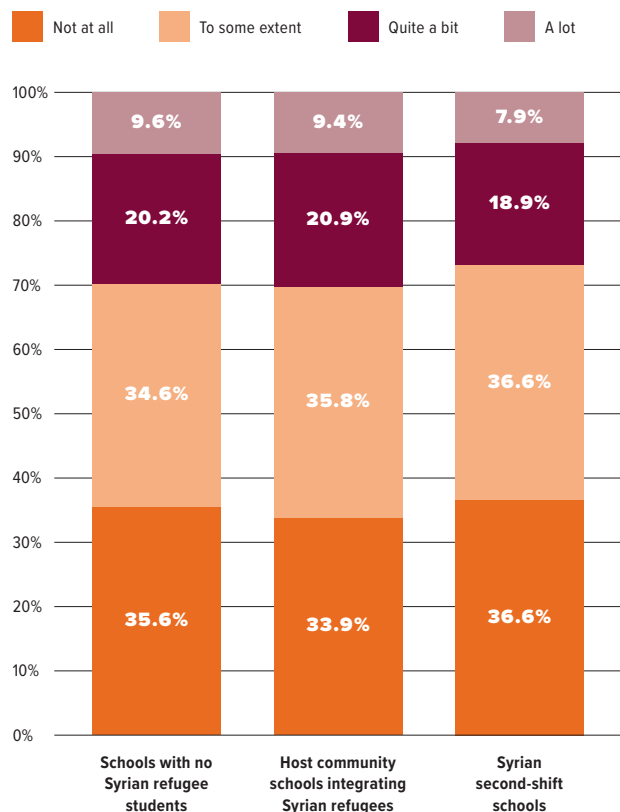
These findings suggest that the level of professional development support provided by supervisors depends not only on whether or not there is external funding available to support second-shift Syrian schools, but also on the resources available to the Field Directorate and how easy the school is to access for supervisors. The role of supervisors in supervision and appraisal will be discussed in more depth in the following section.

Box 18: The impact of COVID-19 on CPD for teachers

As a result of COVID-19, some courses have been delivered online, with specific courses on how teachers can support learners remotely. The Secretary General at the MoE explained that since all teacher-related activities have been carried out online due to the COVID-19 pandemic, it has ensured that both permanent and daily paid teachers have equal opportunities in accessing training and support opportunities on online platforms. Programmes such as UNICEF's Learning Bridges have been providing support to all teachers to conduct teaching remotely. However, online teacher training presents its own challenges. Much of the training that was previously offered could not be converted readily into an online format. Key informants also indicated that many supervisors and teachers were not familiar with online platforms. Teachers have also been using their own devices and do not always have secure internet connections. It was further noted that teacher workloads during the pandemic had been a challenge, as teachers have been required to follow up on students over longer hours than before, and often have their own children at home to care for.

Figure 4: MoE elementary teachers' responses to a question about support from education supervisors, N = 1,717 (N1 = 225 N2 = 962 N3 = 530) (NTS 2018 data)

To what extent does the following factor pose challenges in your work as a teacher: Insufficient support from Education Supervisors/ Education Specialists?



Part 2d

Job conditions, supervision and appraisal, and career path

Contracts, salaries and working conditions

What the policies say

Rules and regulations concerning permanent public elementary school teachers' employment are set out in the CSB Bylaw, as these teachers are classified as general civil servants with different categories and ranks. According to the bylaw, permanent public school teachers are entitled to six different types of leave, which includes annual leave, parental leave, urgent leave, Hajj leave, sick leave and unpaid leave. The CSB Bylaw sets out guidelines on different allowances for individuals based on their marital status and whether they have additional responsibilities on top of their regular role.

The CSB Bylaw also includes guidelines on salaries for permanent teachers, including that they should increase incrementally according to number of years of service, rank and category. Recent policy developments, including the *Teacher Ranking* document of 2020, have clarified what is required of each teacher in terms of years of experience and CPD in order to progress in rank and, consequently, receive a salary increase. In 2019, the Government of Jordan announced a general salary increase for public school teachers following negotiations between key stakeholders, including teacher organisations and representatives from the MoE.

Daily paid teachers do not have regular contracts and are not mentioned in the CSB Bylaw. As they do not have regular contracts, daily paid teachers are not entitled to benefits or leave, even if they are working full semesters. Schools track their attendance and submit these numbers to the Field Directorate, and the teachers are paid according to the number of days they work.

Official working hours for permanent public elementary school teachers are seven hours per day, for five days per week. The total number of working hours should not be less than 35 hours weekly. There is no guidance on official working hours for daily paid teachers, though at many double-shift schools Syrian students are expected to attend classes six days a week, which means that second-shift teachers have a six-day working week.

Teachers are expected to develop and adhere to a code of conduct according to the *National Standards for the Teaching*

Profession and the *Code of Conduct and Ethics for Teachers* documents. While these officially apply to permanent teachers, many schools and Field Directorates expect daily paid teachers to follow these guidelines as well.

To support the work of teachers and principals in schools, the MoE employs a range of additional education personnel, including vice principals, school counsellors, librarians, ICT technicians and laboratory technicians, though typically they are assigned for the first shift only in double-shift schools.

Contracts, salaries and working conditions in practice

Across the schools visited during the research, concerns were raised about lack of proper contracts and job stability for daily paid teachers. As one school principal explained:

There is no motivation for improving [as a daily paid teacher], even if you get sick or make a mistake you will not get paid for that day. If you were sick for one week and didn't come to the school you may get terminated. Even for a female teacher, if she got pregnant or gave birth she can't take maternity leave, she loses her job.
School principal, double-shift girls' school, Mafraq

During a focus group at a girls' school in Amman, a daily paid teacher explained that she returned to school a week after giving birth because she did not want to lose her job. Most of the daily paid teachers in that focus group were registered with the CSB and all of those on the CSB waiting list said that they would leave their post immediately if they received an appointment. They noted that permanent posts would ensure that they had rights and benefits and job stability. However, they did not hold out much hope for a permanent post, because they kept falling further down the waiting list and did not know why. One teacher mentioned that other colleagues were making fun of them because of this, which had a further negative impact on their motivation.

While there are some official procedures at the Field Directorate and school level around hiring, tracking attendance and paying daily paid teachers, these vary slightly from district to district and daily paid teachers do not have real contracts. Daily paid teachers across the schools visited described how there was very little time between being notified by the Field Directorate (either through a letter of assignment or through a phone call) and when they were

expected to turn up at the school for their first day. Every day they come to work, they are expected to sign in, either using an attendance book or a digital fingerprinting device. The principal will submit these attendance records to the Field Directorate, and the teachers will be paid according to days worked.

Principals expressed frustration about the lack of guidelines and regulations around the work of daily paid teachers, with one principal from a girls' school in Amman explaining that the employment of daily paid teachers and their job conditions are 'dependent on the mood of the principal and management at the Field Directorate'. She elaborated on why this was problematic:

It's difficult to apply the MoE and CSB laws to daily paid teachers, because they do not come under the public servants' [CSB] contracts. Daily paid teachers do not have a real contract, so they do not really answer to the principal and are not bound by CSB regulations. They can be absent a couple of days in a row, and there's nothing I can do. I do not want to terminate daily paid teachers, as I want students to have continuity. Daily paid teachers don't even have a proper file at the MoE. ... The solution is proper contracts for daily paid teachers. School principal, double-shift girls' school, Amman

This principal noted that now the MoE and CSB have made all information about teacher rights, responsibilities and regulations available online, it is much easier for permanent teachers to stay informed, and that she encourages them to review the copy of the CSB Bylaw that she has in her office on a regular basis. However, for daily paid teachers, there is no such information. According to one group of daily paid teachers interviewed, they were informed by the Field Directorate that they should start working immediately and they did not receive any information about rights and responsibilities, or how many days they would be working. They did not receive a copy of a code of conduct, and the only thing they had to sign was an attendance book.

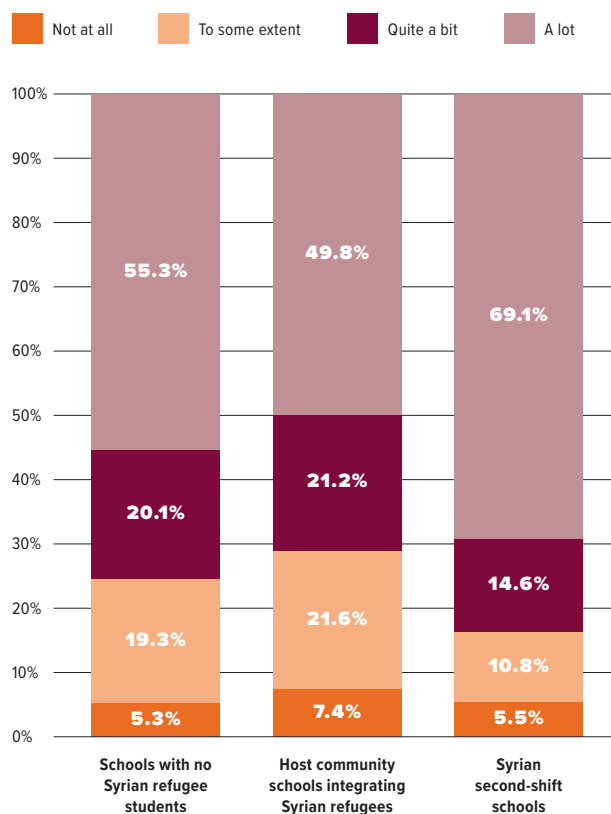
When it comes to salaries, data from the NTS 2018 (which was conducted before the Government of Jordan's announcement that there would be a salary increase for teachers) suggest that low levels of compensation were considered problematic by most teachers surveyed, with 80% of male respondents and 69% of female respondents stating that low salary was a challenge. As can be seen in figure 5, over 70% of teachers across the three types of setting – schools with no Syrians, schools integrating Syrians, Syrian second-shift schools – responded 'A lot' or 'Quite a bit' to the question 'To what extent does the following factor pose challenges in your work as a teacher: Low salary?'

Box 19: Principal ensures all teachers understand their roles and responsibilities

According to one principal at a double-shift school in Mafraq, each year, the Field Directorate sends a copy of the teachers' job description and letters to the schools, and principals are supposed to circulate this copy among all the teachers, who are then expected to read, review and sign the copy. This principal also had a folder of materials from the MoE website, which includes the code of conduct for teachers and other roles and responsibilities, and explained that all principals are expected to download a copy of this manual from the website and share it with their teachers so they can review and sign it. From her perspective, every teacher entering a new school, including daily paid teachers, should read this manual. The principal described how she also made use of a bulletin board at the school and a WhatsApp group to make sure that all teachers have access to key information, including rules and regulations, and any important updates from the Field Directorate.

Figure 5: MoE elementary teachers' responses to a question about salary, N = 1,717 (N1 = 225 N2 = 962 N3 = 530) (NTS 2018 data)

To what extent does the following factor pose challenges in your work as a teacher: Low salary?



The highest level of dissatisfaction with salaries was at the Syrian second-shift schools. As these schools are mostly staffed by daily paid teachers, these teachers would not be eligible for a pay rise following the Government of Jordan's announcement. According to interviewees at the central level, salaries for teachers of Syrian refugees are typically paid for by donors, so addressing this concern would require discussions between these donor agencies and the Government of Jordan.

Some second-shift daily paid teachers at the schools visited explained that they faced problems with pay cheques. These issues included delays in being paid, discrepancies in the amount they were paid and what their payslip stated, and the negative stigma of having to pick up a pay cheque and cash it at a bank, as explained by a teacher at a boys' school in Mafraq:

The salary is a lot less than the effort we put in. When we go to the banks to get our salaries it is crowded because everyone goes there. Banks are awful towards us, not just that morning-shift teachers belittle us, banks do too. They would make comments about us being daily paid teachers.
Daily paid teacher, double-shift boys' school, Mafraq

As this issue was only raised by second-shift daily paid teachers, it is unclear whether first-shift/single-shift daily paid teachers have faced the same difficulties in receiving their pay cheques on time. As second-shift daily paid teachers are paid through donor funds, whereas first-shift daily paid teachers are paid by the MoE, it is likely that these issues are only relevant to second-shift teachers.

Many daily paid teachers felt that it was unjust that they were doing the same work as permanent teachers, but were not treated the same when it comes to compensation, leave and job security, particularly given that they often do not have the support of additional education personnel, and are also required to work on Saturdays. Many second-shift teachers noted that students often fail to show up to school on Saturdays as they have work or family commitments, but teachers are still required to be present. In some cases, principals noted that their second-shift teachers worked harder than the morning shift, and achieved better learning outcomes. At one mixed school visited in Mafraq, for example, a principal explained that the daily paid teachers who work with Syrian students in the second shift 'love their job, while those with permanent contracts don't care because they already have their ministerial code'.

The lack of support staff in the second shift was seen as a significant problem across schools visited during the research. Due to resource constraints, many second shifts were forced to run without the presence of essential

Box 20: Principal uses a 'twinning' approach to manage the morning and afternoon shifts

At a double-shift girls' school in Zarqa, there were many examples highlighting the potential of twinning, that is making resources, training, events, etc. available to the morning shift that are made available to the afternoon shift and vice versa. For example, according to the principal, the Field Directorate prefers to give training to permanent teachers, but she asked that second-shift teachers be included as well, and made herself accountable for the engagement and commitment of the second-shift teachers. In fact, for any activity that is organised by the Field Directorate, for example student parliament or art competition, she makes sure that the same is done for the second shift in order to build loyalty and friendship at the school. As this is a double-shift school catering to refugee learners, it attracts a lot of interest from donors, and she has worked hard to ensure that they commit to this twinning approach. The twinning successes at this school seem to have hinged on the ability of the principal to negotiate with the government and with donors. For this approach to be successful in other schools, it would be helpful to scale up this promising practice into official policy.

support staff, including a counsellor, librarian, and ICT and laboratory technicians. The absence of a counsellor in some shifts made it difficult for schools to provide adequate psychosocial support for Syrian students. While some principals and daily paid teachers were trying to explore options for providing essential psychosocial support and protection themselves, or coming up with creative solutions to address the lack of access to education resources, it was clear that the lack of support staff was causing problems for the overall learning environment and putting additional strain on teachers. The absence of librarians and ICT and laboratory technicians in the afternoon shifts also meant that those facilities remained locked, meaning that some teachers were unable to teach subjects such as science and ICT properly.

At many schools visited, teachers and principals noted that it was often difficult to procure educational resources or make improvements to the learning environment, either because of financial constraints or because of the bureaucracy of MoE procurement processes. Schools are not allowed to purchase items that are not pre-approved by the financial

system in the MoE, and making special requests can be time-consuming and will not necessarily be approved. At one school in Irbid, the teachers explained that they still have computers dating back to the year 2002. They want to get rid of them because they are not working effectively; however, the school is reluctant to do so since they are not sure they will get a replacement. Some school principals also noted challenges in not receiving funds for items such as curtains to keep the sun out of rooms in the summer.

Supervision and appraisal

What the policies say

Guidance on teacher supervision is provided from the central level by the Educational Supervision and Training Department. At the Field Directorate level, the Head of Educational Supervision and Training is responsible for implementing these guidelines through the deployment of supervisors, who, as noted previously, are responsible for delivering CPD, visiting schools regularly to provide one-on-one support and providing input into teacher evaluations. According to official guidance, supervisors should visit both shifts of double-shift schools, which therefore includes teachers who are working with Syrian refugees in the second shift.

The official role of supervisors has shifted in the past few years, as explained by a representative from Irbid Field Directorate:

Education supervision is no longer an evaluating profession. Now, the main duties of the education supervisor are to help and support the teacher educationally, in order to become better. After that comes the evaluation of the teacher. If the teacher isn't doing well, it's the duty of the supervisor to recommend some trainings for the teacher, and if the teacher has already taken these trainings, but he/she didn't do well, then they might attend classes in the same school or other schools with other teachers, so he/she can learn from them. The main duty of the education supervisor is to educationally support the teachers, and then evaluate them. Irbid Field Directorate representative

In other words, while supervisors still have a role to play in evaluation of teachers, their main role is to support teachers' professional development, as described earlier, such that even their evaluation should be linked to a strategy for improvements in teachers' practice.

Principals also have a role to play in supervision, appraisal and evaluation of teachers. In fact, for teacher evaluations, the principal's evaluation counts for 70% and the supervisor's

Box 21: External evaluation of the quality of a school's teaching staff

When it comes to external evaluation of the quality of a school's teaching staff, the EQAU at the central level has a key role to play. EQAU is responsible for undertaking quality assurance (QA) assessments of Jordan's schools through its team of trained assessors. Assessors' reports evaluate schools on a five-point scale: notably exceeds expectations, exceeds expectations, meets expectations, partially meets expectations, and does not meet expectations. 'Teaching and learning' is one of five domains assessed, and includes indicators on teachers' use of teaching methods and study materials, planning abilities, attitudes towards education, etc. For this QA assessment, teachers are assessed as a group: for example if only a few teachers are using student-centred teaching methods, the school would be rated as only partially meeting expectations in this area. The assessors' reports are shared with the Field Directorate, the supervisors and the principal, who are expected to work together on school improvement, following a three-year accountability cycle. EQAU's reports do not have an impact on individual teachers' evaluations, but are considered essential for supporting the improvement of the school as a whole.

visit and evaluation counts for 30%, reflecting the principal's role as the 'resident supervisor' for all teachers at their school. For daily paid teachers, principals are also expected to track teacher attendance and report these figures to the Field Directorate to ensure that teachers are paid according to the number of days worked.

Supervision and appraisal in practice

At schools visited for the research, many teachers, particularly newly appointed teachers, reported that they would often receive visits from supervisors throughout the year. However, some reported that their schools had not been visited once over the past year, despite the official guidance that supervisors are to visit both shifts regularly. According to a central-level interviewee, extending supervisory support to teachers in the Syrian second-shift schools is often dependent on donor support, which means there are sometimes gaps in provision, which could explain why some of the teachers in our research had not been visited by supervisors in the last year.

However, as noted in the discussion on in-service professional development above, data from the NTS 2018 suggests that levels of supervisor support vary across all three types of setting – schools with no Syrian students, host community schools integrating Syrians, and Syrian second-shift schools – and are therefore more likely to be dependent on the capacities and resources of respective Field Directorates. Responses to the question ‘How often do you receive feedback, whether formal or informal, from external supervisors?’ indicate that most teachers across the three settings were given feedback by supervisors at least once a year, with a higher proportion of teachers in Syrian second-shift schools reporting that they received feedback more than once a semester than in schools with no Syrians, or schools integrating Syrians. This information is provided in figure 6.

At the school level, principals play the role of ‘resident supervisor’, which involves support, appraisal and evaluation of teachers, in collaboration with supervisors. In most schools visited, principals were directly involved in observing lessons and meeting teachers to discuss their progress. Principals reported discussing teacher performance with supervisors and using these discussions as a basis for evaluation. Most principals appeared to advocate for a constructive approach when dealing with underperformance, sitting with teachers to discuss how to improve and allowing adequate time for such improvement to occur.

When discussing the appraisal and evaluation of daily paid teachers, key informants indicated that the formal process of evaluation applies to permanent teachers only, but that the school principal also played the primary role in evaluating daily paid teachers. Despite not officially being involved in the recruitment process of daily paid teachers, it appeared that principals can possess a reasonable amount of influence and that their evaluation reports are taken into consideration when making decisions related to renewal of daily paid teachers’ positions at that school. School principals reported working alongside supervisors to evaluate the performance of daily paid teachers in both shifts to inform whether teachers would be offered new roles or allowed to stay in their current position. In addition, there is a one-week probation period for daily paid teachers and the principal evaluates their teaching and recommends whether or not to keep them.

According to data from the NTS 2018, 50% of teachers at Syrian second-shift schools agreed or strongly agreed that a teacher who is consistently underperforming would be dismissed, compared with only 23% and 29% respectively at schools with no Syrian refugees and schools integrating Syrian refugees, reflecting the relative job security offered by a permanent post versus a daily paid post.

Figure 6: Frequency of receiving feedback from external supervisors, according to teachers, N = 1,717 (N1 = 225 N2 = 962 N3 = 530) (NTS 2018 data)

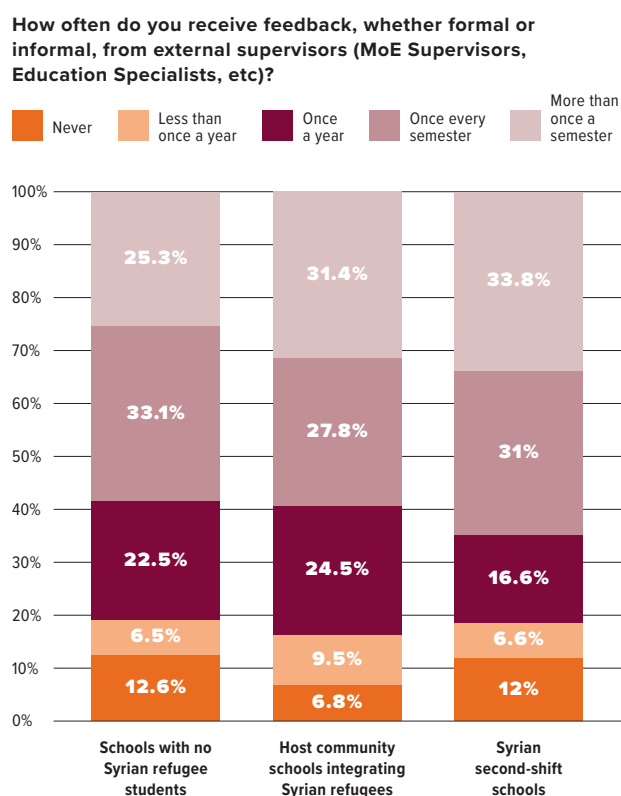
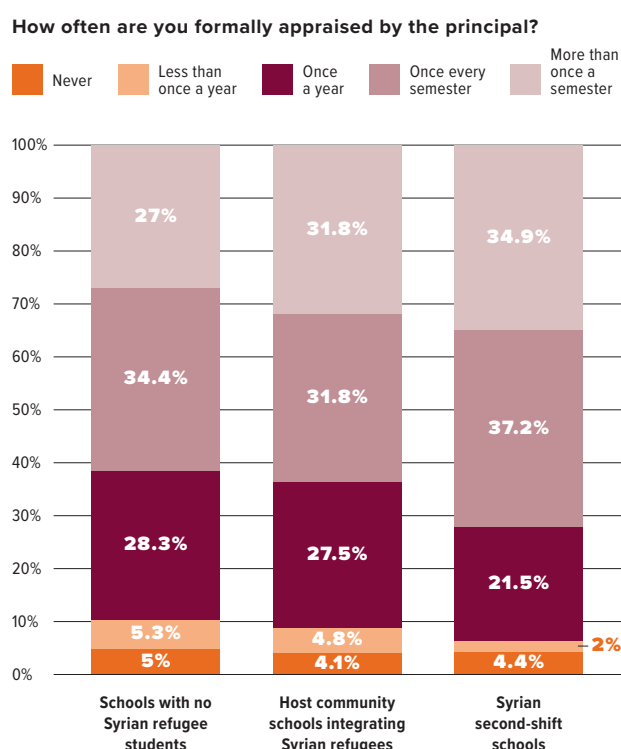


Figure 7: Frequency of formal appraisal by principal, according to teachers, N = 1,717 (N1 = 225 N2 = 962 N3 = 530) (NTS 2018 data)



According to a Field Directorate representative from Ain el Basha, they are reluctant to terminate permanent teachers based on poor performance, and would rather work together with teachers, principals and supervisors to support the underperforming teacher:

The working profession is a source of living, and we don't like to do that, we always try to find ways to solve the problems, improve the teacher or work on his/her behaviour. Most of the time, when we follow and support the teacher to improve his/her professional performance, they become better teachers, and there is no need to terminate them. Some of the bad teachers became the best teachers after the support of the supervisors. The reasons that demand termination are concerning huge matters like honour and politics. Other reasons do not demand termination because they are repairable. For example, if a teacher doesn't know how to manage the class, the supervisors would talk to him/her about this issue, and they will try to figure it out together.

Finally, when it comes to quality assurance and the external evaluation of the teaching staff as a whole, according to a representative from EQAU, teachers and principals now have a clearer understanding of the purpose of the evaluation and are now more receptive to it:

When EQAU was first established, teachers and principals were in a state of fear but once they got to know how it works, how transparent it is and that it is playing a support role to improve the quality of education, some teachers, principals and education directors started to ask for accountability teams to visit their schools, even the local community discourse improved because the teams proved to be competent and able to identify the points of deficiency.

The unit does visit second shifts, but resource constraints and staff shortages mean that it has proven difficult for EQAU to conduct QA visits as often as it would like.

Career progression and career paths

What the policies say

The CSB guidelines specify three categories of relevance to teachers. Most teachers are in the second category of the CSB professional ladder, with a new teacher with a bachelor's degree starting at Rank 7 (out of 9). In general, a civil service employee is promoted from one level to a higher one (signified by a lower rank), if they have spent at least six months in their current position and have participated in the required training programmes. According to the NSHRD (2016), only approximately 3% of teachers progress to the first category to assume leadership roles, while only a handful

Box 22: Supportive supervision by the principal at a double-shift boys' school

The principal of a double-shift boys' school in Zarqa's efforts to professionalise teachers showed a strong commitment to high standards of teacher behaviour and preparedness. This was confirmed by the tour taken by the researchers of the school where every teacher had their bag containing their planning and attendance records on their desks. The interviewed teachers also attested that the principal's management had impacted upon their preparedness. They also mentioned that they have regular meetings, communicate after school, go on trips together and do social activities. They believed that it is all about good management, and they were ready to accept any measures from a good management because it leads to a strong sense of community and brotherhood. They also noted that they do not feel the pressure of monitoring because they see it more as follow-up, explaining, 'We are one family' and 'We always share each other's good and hard times.'

progress to the special category to assume roles in strategic planning in education.

The MoE and CSB collaborated to develop a ranking and career progression scheme for teachers in the 2002 *Instructions on Teacher Ranks*, which set out three ranks of teacher: teacher, senior teacher and expert teacher, and was revisited in the 2010 *Teachers Policy Framework and Framework for Leadership Standards*. However, despite the attempts of these frameworks to link career progression to performance, training and results, they have proven difficult to implement. As a result, the MoE worked with a range of partners, including UNICEF, to develop and implement a new system for certification, licensing and career progression, as called for in the NSHRD in an ongoing effort to address the weaknesses in the current system and improve the quality of teaching and the status of the teaching profession.

As part of this initiative, in 2020, the MoE revised the teacher ranking system to create clearer guidelines on teachers' career paths and what is required in terms of qualification, experience and training for career progression. This ranking document is applicable to all teachers employed through the CSB. The three original ranks from the 2002 *Instructions* have been replaced by five – teacher assistant, teacher, first teacher, expert teacher and leader teacher. Table 15 (page 66) outlines the criteria that need to be met in order for a teacher to reach each level.

Table 15: The five new ranks for teachers and the corresponding requirements

Rank/ level	Criteria
Teacher Assistant	<ol style="list-style-type: none"> 1. A first university degree or a comprehensive community college diploma. 2. An accredited training diploma or passing the training programme.
Teacher	<ol style="list-style-type: none"> 1. Holding a Teacher Assistant rank position. 2. Actual service in education in public educational institutions affiliated to the Ministry for at least four years. 3. Minimal performance appraisal (good) for the last two years. 4. Passing the training programme. 5. Passing the specialised/professional (or both) competences assessment, approved by the Ministry, for this rank. 6. Undergoing a multilateral performance evaluation approved for this rank and based on the outcomes of professional practice.
First Teacher	<ol style="list-style-type: none"> 1. Holding a Teacher rank position. 2. Holding a first university degree. 3. Actual service in education in public educational institutions affiliated to the Ministry for at least eight years. 4. Minimal performance appraisal (good) during the last two years and a minimum (very good) appraisal for the last year. 5. Passing the training programme. 6. Passing the specialised/professional (or both) competences assessment, approved by the Ministry, for this rank. 7. Undergoing a multilateral performance evaluation approved for this rank and based on the outcomes of professional practice.
Expert Teacher	<ol style="list-style-type: none"> 1. Holding a First Teacher rank position. 2. A minimal educational or academic degree of one academic year after the first university degree (bachelor). 3. Actual service in education in public educational institutions affiliated to the Ministry for at least 12 years. 4. Minimal performance appraisal in the last three years (very good). 5. Undergoing the training programme. 6. Undergoing the specialised/professional (or both) competences assessment, approved by the Ministry, for this rank. 7. Undergoing a multilateral performance evaluation approved for this rank and based on the outcomes of professional practice.
Leader Teacher	<ol style="list-style-type: none"> 1. Holding an Expert Teacher rank position. 2. Minimal actual service of 16 years in education in public educational institutions, affiliated to the Ministry. 3. Minimal performance appraisal in the last three years (excellent). 4. Undergoing the training programme. 5. Undergoing the specialised/professional (or both) competences assessment, approved by the Ministry, for this rank. 6. Manifesting proactivity, creative initiatives, school achievements or pedagogical projects according to the evaluation policy accredited by the Ministry. 7. Passing a multilateral performance evaluation approved for this rank and based on the outcomes of professional practice.

Career progression and career paths in practice

The new teacher ranking system is meant to better link promotion to career path, thereby reinforcing teacher workforce quality. Teachers are incentivised to attend training in order to be promoted to upper ranks. As the system is new, and was hampered by COVID-19, it has not been possible to determine the impact it has had on teacher progression, although early indications from interviews across multiple levels of governance are that the new system has been well received by teachers and principals. Further, at time of writing, the system did not apply to daily paid teachers, so its impact on this group of teachers is likely to be negligible.

Since the MoE has introduced the new ranking system and career path for teachers, which emphasises CPD, teachers have become more motivated to participate in CPD, according to interviewees at central level, Field Directorate level and school level. The new ranking system articulates a clearer link between CPD and promotion, which seemed to be a powerful motivator for many teachers even before it had been fully implemented, as the benefits of participation were seen to outweigh the costs. In the words of one principal at a double-shift girls' school in Amman:

Previously, there were three main challenges to teachers participating in professional development: (1) They don't see the value; (2) There are no care facilities for their children, so it's difficult for them to participate in evening trainings; and (3) They are not paid/incentivised to attend. The new system has changed this situation. Now, teachers are motivated to attend the trainings and they are always looking for the trainings required for their promotion. Principal at a double-shift girls' school, Amman

One interviewee from the Field Directorate echoed this, commenting that:

In the past, only the people who wanted to improve themselves enrolled in these trainings, but according to the last adjustments on the ranking system, there is an increase in payment for the teacher who gets promoted. This made all the teachers want to take trainings and courses. Field Directorate representative in Ain el Basha

Part 2e

Motivation and wellbeing, teaching quality, and retention

Underpinning this research is the idea that strengthening the teacher management process, specifically through interventions in the three interconnected dimensions of recruitment and deployment; teacher professional development; and job conditions, supervision and appraisal, and career path, will lead to improved motivation and wellbeing, teaching quality, and retention in the teaching workforce. In this section, therefore, we explore the vision that the MoE has for the teaching profession and examine stakeholder perceptions of the current status of the profession as it relates to these concepts.

The vision for the future of the teaching profession

As demonstrated by the emphasis on improving the status of the teaching profession in policy documents, the Government of Jordan has recognised that teaching is currently not an attractive profession for high-quality applicants, which not only lowers the status of the profession, but has negative implications for teaching quality in the future. Further, entry requirements into the profession are considered too low, and academic achievement, ability and motivation to become a teacher are given insufficient weight in CSB recruitment processes compared with seniority.

Both the NSHRD and the ESP, therefore, have highlighted the importance of improving the status of the teaching profession in order to improve teacher wellbeing and motivation, retention and, ultimately, the quality of teaching. Specifically, the NSHRD system promises to deliver for education providers and teachers ‘the capacity and tools to

support learners across the Kingdom to realise their ambitions – with respect, fulfilment, and rewards to match’.⁹¹ Ultimately, the NSHRD outlines a vision for the future of the teaching profession as follows:

- Being a teacher is a well-recognised, respected and fulfilling profession
- Teachers are well rewarded and provided with relevant incentives
- Teachers receive quality pre- and in-service training
- Teachers are engaged in communities of practice to share best practice and ideas.⁹²

The document also describes a number of strategies for fulfilling this vision, which are presented in table 16, along with the corresponding dimension of teacher management that we have identified as being targeted by the proposed intervention.

The current status of motivation and wellbeing, teaching quality, and retention

Data from the NTS 2018 revealed that ‘passion for teaching’ was the main reason survey respondents decided to go into teaching, with 41% of female teachers and 43% of male teachers indicating this response. For female teachers, the next most popular response at 36% was ‘suitable for gender’, while for male teachers at 26% it was ‘restricted options due to academic circumstances’.

Table 16: NSHRD strategies for improving the status of the teaching profession

Strategy identified in the NSHRD	Teacher management category
Raising basic entry standards and rebalancing selection criteria to emphasise qualifications, motivation, capacity, knowledge and experience	Recruitment and deployment
Offering merit-based teaching scholarships	Recruitment and deployment
Increasing the practicum component of Bachelor of Education programmes	Teacher professional development
Emphasising the professionalisation of teaching through an incentivised framework for continuous professional development	Teacher professional development
Providing more autonomy to school leadership and teachers to allow them to tailor new initiatives to their local context	Teacher professional development

⁹¹ NCHRD (2015, p.17) ⁹² NCHRD (2015, p.27)

Interestingly, 'passion for teaching' was given as the main reason by over half of the teachers surveyed from Syrian second-shift schools (54%), 42% from host community schools integrating Syrian refugees, and 36% from schools with no Syrian refugee students. This is corroborated to some extent by qualitative school-level data from this research, which found that second-shift teachers seemed more dedicated to their work than their peers in the morning shift were. For example, in one school in Mafrqa, the second-shift teachers explained how much they enjoyed teaching, and the principal described how their students' learning outcomes were higher than those in the morning shift. She also described how these teachers had taken the initiative to provide counselling to students themselves, in the absence of a school counsellor.

In fact, at many schools, teachers described initiatives they had come up with to support Syrian students, including following up with parents and older siblings, putting together fundraising initiatives to provide financial support for Syrian families, organising events and prizes, and raising awareness about the value of education, particularly for girls. At many schools, it seemed that the principal's vision of leadership and their relationship with teachers had an impact on teachers' motivation and their approach to work. A well-respected principal of a double-shift boys' school in Zarqa had a clear vision of improving social cohesion in the afternoon shift, which catered to both Jordanian and Syrian students. He felt responsible for his community, which now included Syrian students, and would share this vision with his teaching staff.

However, when asked about how the teaching profession is regarded in Jordan, many principals, teachers and central-level interviewees highlighted the contradiction that while teaching is a noble, important profession, the status of teachers in society is relatively low, though it is considered more respectable for women. This was affirmed by data from the NTS 2018, where 62% of respondents disagreed or strongly disagreed with the statement 'I think that the teaching profession is valued in society'. Many interviewees described how teacher status in the community has changed over time: While teachers in the 1960s and 1970s in Jordan were perceived as leaders in the community, they are no longer treated this way.

Some teachers noted that in Jordan, the respect a profession receives from local communities is closely related to salary, and explained that if engineers, doctors or architects were all paid the same low salaries that teachers earn, then these professions would also not be respected, with one principal noting: 'It is the profession of messengers and prophets, but this does not mean that we should keep their salary low.'

Indeed, according to data from the NTS 2018, of the teachers who said they were planning on leaving the teaching profession in the next five years, 'Low salary' was by far the most popular response, with 95% of teachers from Syrian second-shift schools who were planning to leave listing this as a reason (compared with 79% in schools integrating Syrians and 77% in schools with no Syrians).

'Heavy workload/large class sizes' was a popular response among those planning on leaving the teaching profession in schools integrating Syrians (71%) schools, while in Syrian second-shift schools and schools with no Syrians, this response was much less common (38% and 49%, respectively). Other responses included pursuing higher education, retiring, health-related reasons, pursuing another profession, low prestige of the profession, no professional development opportunities, no career progression and inadequate benefits. Not one teacher who said they were planning on leaving the teaching profession in the next five years listed social or family pressure or poor relationships with the school community and parents as a reason for leaving.

Principals and teachers across the schools visited directly linked problems with the different teacher management dimensions discussed above to low morale and motivation, particularly among those teachers working in the second shift. These problems include long waiting times before deployment as permanent teachers, not always being able to access relevant professional development opportunities, low salaries compared to effort, a lack of proper contracts for daily paid teachers, which would give them job security, rights and benefits, and a lack of support staff and educational resources.

Further, in some schools, the relationship between first- and second-shift teachers was not good, and second-shift teachers reported feeling belittled by their peers from the morning shift. Some principals also mentioned feeling frustrated that they had little say in many key decisions, including the circumstances of appointing them as principals for the second shifts at their schools. Some teachers who were working with both Syrian and Jordanian students explained that it is difficult to teach at an appropriate level for all students, particularly as the Syrian students require additional support. They suggested that integrating Syrian and Jordanian students had a negative impact on all students as it is not possible to provide individualised attention and the overall quality of teaching suffers. In the words of a teacher from a single-shift girls' school in Amman:

From a humanitarian point of view, I have to teach them [Syrian students], but at the same time other students need me as well.

However, one school proactively sought to integrate the Syrian students and Jordanian students across both shifts, by enrolling some Jordanians, including teachers' children, in the afternoon shift, for example. The school principal believed this would improve the standard of education throughout the entire school, as described below:

We do not like to put Syrians in separated classrooms. We do not want them to be isolated, we want to have this cultural mixture ... Some [second-shift Jordanian students] are relatives and some of them are teachers' children ... They [Syrian students] are living in the same area, so we would like to integrate them into the society through the school. We have to do this from a religious and cultural point of view. At the beginning, Syrians had the feeling of being excluded. So that is why we wanted to integrate them with other students. The teacher should understand that students in general and especially second-shift students should not be treated in an aggressive way. We explain to teachers that such a student (second shift) has a psychological disorder, he/she lost his/her parent or the whole family etc. Once a teacher insulted a student, I terminated him.

As for challenges affecting the quality of education, key informants talked about the pressure on facilities and infrastructure, and the lack of regular maintenance for schools, which is due to financial constraints. Funding was noted by multiple stakeholders as being the most considerable hindrance to creating environments conducive to high-quality teaching practices. Limited resources mean that regular maintenance cannot be carried out and it is not possible to open new schools, which means overcrowding is an issue. Further, as classrooms are being used by two sets of teachers over two shifts, maintenance is an even greater problem in double-shift schools than in single-shift schools. However, single-shift schools still face maintenance challenges. In one single-shift school visited, building work was being conducted within the school while the school was open to students. The school principal highlighted the dangers to the children and reported having complained to the Field Directorate about the works on multiple occasions.

As well as the overcrowding of classrooms, other challenges facing double-shift schools included shortening the time of the lesson periods in the first and second shift to accommodate having both shifts in the same school. This was reported to affect the performance of teachers and the achievement of teaching deliverables and educational outcomes, thereby negatively affecting the quality of the educational process.

Box 23: Impact of COVID-19 on teaching quality

Despite being aware of the challenges facing double-shift schools, the MoE was forced to turn a higher number of single-shift schools into double-shift schools due to the COVID-19 pandemic and to rely more on online learning. According to the Secretary General of the MoE, 90,000 additional students from the private sector joined the governmental school system at the beginning of the scholastic year 2020/2021, which led to a further 52 schools becoming double-shift schools. This also means that double-shift schools are no longer solely catering to refugee students in the second shift, which has considerable planning implications for when schools reopen, particularly if some private establishments do not reopen their doors when COVID-19 measures are relaxed.

Teacher retention was typically noted across interviews as being more problematic for daily paid teachers than teachers on permanent contracts. As daily paid teachers are not on secure contracts, when secure work is offered to them they will leave. Daily paid teachers indicated that the reasons they would be likely to leave their post included salaries, rights and benefits, sick pay and annual leave, and an overall sense of injustice. As one teacher put it:

We do exactly what the permanent teacher does, however, we don't have the same rights, the same benefits. Supervision, principals, full working hours. This is an injustice.

Nearly all principals interviewed at second-shift schools suggested that teacher turnover was problematic. It is interesting to note that according to data from the NTS 2018, a smaller proportion of respondents from Syrian second-shift schools (13%) were planning on leaving the teaching profession in the next five years than in both schools with no Syrian refugee students (25%) and schools integrating Syrian refugees (20%).

Summary

Part 2a: Who teaches Syrian refugees in public schools?

There are two types of teachers who work in MoE schools catering to Syrian refugees in host communities in Jordan (not including substitute teachers):

- permanent teachers, who are civil servants on regular contracts hired by the CSB in collaboration with the MoE
- daily paid teachers, who do not have regular contracts, who are recruited and deployed by the Field Directorate, and are paid based on number of days worked.

Generally, in host community schools, Syrians are taught by daily paid teachers in the second shift of double-shift schools, though there are some permanent teachers working in these shifts, and there are some Syrians who are integrated in classes with Jordanian learners in the morning shift of double-shift schools or in single-shift schools.

At the time of writing this report, Syrian refugees were not entitled to work as teachers, as teaching is a profession reserved for those with Jordanian citizenship. In other words, all teachers included in this study, whether permanent or daily paid, were Jordanian nationals. However, many double-shift schools would engage the support of Syrian volunteers to act as community mobilisers to encourage Syrian parents to enrol their children in schools and to track attendance.

Teachers in second-shift Syrian schools are younger on average than teachers in schools with no Syrian students, but they have similar education levels, even though most of them are hired on a daily paid basis.

There is a shortage of male teachers in the whole system, due in part to a cultural understanding of gender roles. Despite beliefs about the suitability of the teaching profession for women, a number of female teachers interviewed during the research noted that they had not wanted to go into teaching, but it was the only career path open to them.

Part 2b: Recruitment and deployment

Among all elementary-level teachers surveyed as part of the NTS 2018, 93% hold at least a bachelor's degree, which is the minimum requirement to teach in Jordan. Interestingly, a larger proportion of teachers at Syrian second-shift schools meet the minimum requirement than at schools with no Syrian refugees. This may be due to second-shift schools

being established much later than other schools, meaning that teachers are more likely to have recently entered the profession when minimum standards were introduced. Some permanent teachers in schools with no Syrian refugee learners may have entered the profession before the minimum requirements were introduced.

While the CSB is in charge of recruiting and deploying permanent teachers, daily paid teachers are managed by the Field Directorates, and, with the exception of some general instructions on 'additional education' appointments, there is no clear regulatory framework from the central level.

Most permanent teachers had experienced long waiting times before being appointed to a school in their current position, with many having worked as daily paid teachers in double-shift schools while they were waiting.

In some schools, permanent teachers from the morning shift work as daily paid teachers in the afternoon shift. While some of these dual appointments are made to ensure that Syrian students and more inexperienced teachers in the afternoon shift benefit from the support of more experienced permanent teachers, at boys' schools in larger directorates this was used as a strategy to address the shortage of male teachers. In schools where these dual appointments were common, there were concerns that the increased workload for these teachers would have negative impacts on their wellbeing, leading to problems with quality of education provision for refugee learners.

Although there is an official policy position that daily paid teachers should be replaced on a semester basis, daily paid teachers in Syrian second-shift schools typically remain at the school for longer periods of time to ensure greater educational continuity for refugees. This strategy for ensuring continuity has been prioritised by both central-level representatives from the MoE and donors.

Part 2c: Teacher training and professional development

While the Bachelor of Education programme that is required of all classroom/general teachers includes pedagogical coursework and a practicum, the hours devoted to these elements have decreased over the last few years, despite a broad recognition of the importance of these elements to ensure adequate pre-service preparation. In general, subject teachers do not receive any pre-service pedagogical training

or practical experience, since the Field Teacher programmes were scrapped in 2006.

In recognition of the limited opportunities for high-quality pre-service teacher education in the country, the MoE signed an agreement with the QRTA to create a postgraduate teaching diploma for classroom and subject teachers, which was launched as a merit-based scholarship programme in 2016.

The MoE has been working with partners to expand access to such postgraduate pre-service programmes, including self-financing ones, which would also serve to raise the status of the profession. However, requiring a postgraduate qualification of teachers is currently cost-prohibitive, and it may be that increasing the number of hours devoted to pedagogical training and practical experience in the Bachelor of Education are more cost-effective strategies for increasing the quality of pre-service preparation.

The IPNAT was introduced by the MoE in 2013 as a requirement for all novice teachers without a postgraduate teaching qualification to complete during their first year of service, including those with a Bachelor of Education. IPNAT is intended to provide novice teachers with a strong foundation in the fundamentals of teaching early on in their careers and has generally been well received by principals and teachers alike.

In addition to the in-service professional development provided by the Field Directorate's Educational Supervision Department, there is a wide range of organisations providing in-service training, with some explicitly covering how to respond to the needs of refugee students. These training opportunities are generally viewed positively by teachers, many of whom have expressed interest in participating in further training.

Second-shift teachers are also given professional development opportunities, sometimes more than their morning-shift counterparts. Despite those opportunities, teachers of refugees generally feel that there is a lack of training to address the specific needs of refugees.

The main barriers that prevent teachers of refugees from attending in-service training are a lack of incentives for participating, a lack of employer support and a lack of transportation. From the providers' side, the heavy workload of supervisors may hinder their capacity to organise training sessions.

There were some concerns among participants in the study about the level of professional development provided by supervisors from the Field Directorate. While the role of education supervisors has undergone changes in recent years, moving away from a 'control' to a 'support' function (i.e. a shift in focus from evaluation to professional development support), according to some study participants, continued expectations that they fill both of these functions has resulted in them being overextended, which is further compounded by a lack of resources.

Part 2d: Job conditions, supervision and appraisal, and career path

As compared to permanent teachers, daily paid teachers experience lower compensation, extended working hours, lack of paid leave, no entitlement to benefits, and higher job insecurity due to their contractual arrangements. Generally, there is a sense of frustration among many Syrian second-shift daily paid teachers, who noted the injustice of the situation, given that they have the same (or at times, greater) workload as their permanent counterparts. Principals also expressed frustration at a lack of official guidance and applicable policies.

These difficulties for daily paid teachers working with Syrian learners were compounded by a lack of support staff in the second shift due to resource constraints, which meant that classes were run without the presence of a counsellor, librarian, and ICT and laboratory technicians. While some principals and daily paid teachers were trying to explore options for providing essential psychosocial support and protection themselves, or coming up with creative solutions to address the lack of access to education resources, it was clear that the lack of support staff was causing problems in terms of the quality of provision.

As noted previously, education supervisors are now expected to play a larger role in professional development than in evaluation. Instead, principals, who are considered the 'resident supervisor' for all teachers, provide 70% of a teacher's evaluation, compared with 30%, which is based on the supervisor's visit. Principals and supervisors do provide feedback to second-shift teachers, though this is less formal than for permanent teachers. For daily paid teachers, principals are also expected to track teacher attendance and report these figures to the Field Directorate to ensure that teachers are paid according to the number of days worked.

The new Teacher Ranking system is meant to better link promotion to career path, thereby reinforcing teacher workforce quality. Teachers are incentivised to attend training in order to be promoted to upper ranks. As the system is new, and was hampered by COVID-19, it has not been possible to determine the impact it has had on teacher progression, although early indications from interviews across multiple levels of governance are that the new system has been well received by teachers and principals.

Part 2e: Motivation and wellbeing, teaching quality, and retention

Recognising that teaching is currently not an attractive profession for high-quality applicants, the MoE has adopted a holistic approach to reverse this trend and raise the prestige attached to the profession. Such an approach encompasses qualifications, requirements, financial incentives, professional development and career opportunities.

Across all school settings, including those with no Syrian students and second-shift Syrian schools, the most common reason for entering the teaching profession was 'passion for teaching', with 41% of female teachers and 43% of male teachers surveyed as part of the NTS 2018 indicating this response. Interestingly, 'passion for teaching' was given as the main reason by over half of the teachers surveyed from Syrian second-shift schools (54%), 42% from host community schools integrating Syrian refugees, and 36% from schools with no Syrian refugee students, which was corroborated to some extent by qualitative school-level data from this research, which found that second-shift teachers seemed more dedicated to their work than their peers in the morning shift.

Interviewees highlighted the contradiction that while teaching is a noble, important profession, the status of teachers in society is relatively low, which was affirmed by data from the NTS 2018, where almost two thirds of respondents noted that the teaching profession is not valued in society. Some teachers noted that in Jordan, the respect a profession receives from local communities is closely related to salary, and explained that if engineers, doctors or architects were all paid the same low salaries that teachers earn, then these professions would also not be respected.

Principals and teachers across the schools visited directly linked problems with the different teacher management dimensions discussed above to low morale and wellbeing, particularly among those teachers working in the second shift. These problems include long waiting times before deployment, limited access to quality pre- and in-service professional development, low salaries compared to effort,

a lack of proper contracts for daily paid teachers, which would give them job security, rights and benefits, and a lack of support staff and educational resources.

Further, in some schools, the relationship between first- and second-shift teachers was not good, and second-shift teachers reported feeling belittled by their peers from the morning shift. In double-shift schools, the quality of the educational process is affected by poor infrastructure, overcrowded classrooms, shortened lesson time and a higher teacher turnover.

Part 3

Identifying promising areas and making recommendations

The third and final objective of this study was to identify promising areas for further policy development and implementation to support effective teacher management in practice.



This final part makes a series of recommendations primarily aimed at policy and education decision-makers in Jordan. It may also appeal to a wider audience, including policy and education decision-makers in other countries, as well as stakeholders at other levels in an education system.

In line with the conceptual framework of this study, the research recognises policy implementation as a complex, dynamic process and considers socio-political contexts and the complex interactions between various policy actors, particularly at the local level and between levels. It explored international, regional and national policies that frame teacher management in refugee settings and presented findings on local practice, which revealed a number of gaps between policy and practice.

In this part, we aim to examine these gaps in more depth and to identify strategies to improve the management of teachers in refugee contexts in Jordan, using the matrix below. With this in mind and based on the analysis presented here, the report puts forward strategies to:

1. sustain and build on promising policies currently reflected in promising practices
2. support the implementation of promising policies that are not systematically met in practice
3. scale up promising practices that are not reflected in policies
4. respond to policy and practice gaps.

These strategies are based on global good practices and recommendations that have emerged from our fieldwork. The recommendations aim to support the development and implementation of evidence-informed policies on effective teacher management in refugee settings in Jordan.

Table 17: Summary of promising policies and practices and policy and practice gaps

	Promising practice	Gaps in practice
Promising policy	<ul style="list-style-type: none"> High-quality and scholarship-based pre-service teacher training programmes aimed at building teacher preparedness have been introduced and are due to be expanded (2) The MoE has developed and implemented a new ranking system that better links professional development to appraisals and career progression (3) 	<ul style="list-style-type: none"> While the ESP includes a comprehensive Strategy for Mainstreaming Gender Equality in Education, a shortage of male teachers persists (1) There are many CPD programmes on offer but some teachers are unable to participate (2) While the IPNAT offers teachers a chance to build teaching skills relatively early in their careers, many novice teachers do not feel prepared to teach when they start working as they have not completed any pedagogical training or practical experience prior to this programme (2) The shift in the role of supervisors from evaluative to supportive has left a gap in the evaluation of teachers in practice (3)
Gaps in policy	<ul style="list-style-type: none"> Some daily paid teachers are retained for more than a semester to ensure education continuity (1) There are some quality in-service training opportunities for addressing the needs of vulnerable learners, including refugees, which could be included as part of official requirements for CPD (2) Individual initiatives by principals and teachers, such as 'twinning' between shifts, have improved working conditions, social cohesion and quality of education for Syrian learners (3) 	<ul style="list-style-type: none"> School leaders lack influence in the recruitment of daily paid teachers (1) There are inefficiencies in the appointment process for permanent teachers (1) There is no regulatory framework for daily paid teachers' contracts, job conditions and career paths, meaning they face job insecurity and limited opportunities for career progression (3) Administrative and support staff are lacking in many second-shift schools (3)

Key categories: (1) = Recruitment and deployment; (2) = Teacher training and professional development; (3) = Job conditions, supervision and appraisal, and career path

Part 3a

Promising areas for policy and practice

This part describes the promising policies and practices, together with the gaps in practice and in policy, which have emerged during the field work. Following each example, the relevant teacher management category is given in parentheses: Category 1 is recruitment and deployment, Category 2 is teacher training and professional development, and Category 3 is job conditions, supervision and appraisal, and career path.

Promising policies and practices

High-quality and scholarship-based pre-service teacher training programmes aimed at building teacher preparedness have been introduced and are due to be expanded (Category 2)

The benefits of pre-service teacher training were recognised across schools, including the chance for novice teachers to develop a ‘readiness to teach’ before they take up their post. To better prepare teachers, the MoE has been working to create an integrated system of initial teacher training at the postgraduate level in cooperation with QRTA, Jordanian universities and other partners.

At the time of writing, the Initial Teacher Education Diploma (ITED) was the only pre-service postgraduate diploma programme offered in Jordan. Introduced by the QRTA in 2016, ‘ITED reflects QRTA’s commitment to creating and maintaining a pool of highly qualified and motivated teachers’.⁹³ At the end of the ten-month diploma, student teachers commit to teaching at the MoE for a minimum of four years, in exchange for a scholarship. Access to the diploma is based on standards set by the MoE: a Tawjihi score of at least 80, a good command of written and spoken Arabic, and an undergraduate degree in mathematics, English or science with satisfactory results. Additionally, eligible candidates, who must be under 30 years of age, must also submit a personal statement, a subject-related task, participate in a group task and be interviewed. The selection process is run by the CSB. At the end of their training, students receive a degree from the University of Jordan.

The MoE has set up an accreditation system for similar programmes in four other universities across the country.

The MoE has developed and implemented a new ranking system that better links professional development to appraisals and career progression (Category 3)

With support from a range of partners, including UNICEF, the MoE started working on a new system for certification and licensing, as called for in the NSHRD and building on the 2002 CSB *Instructions on Teacher Ranks* and the 2010 *Teachers Policy Framework* and *Framework for Leadership Standards*. The idea behind the new system is that by developing clear teacher standards, including subject-matter standards, and setting out potential career pathways, which directly link accredited training opportunities, performance and results with different levels/ranks, teaching quality and adherence to standards will be improved.

Within this new ranking system, teachers are given the opportunity to access professional development opportunities that are accredited by the MoE. To date, most of the accredited courses/training are run by the MoE, with the exception of QRTA programmes. However, there are plans to accredit more programmes external to the MoE. Upon completion of each course or training, teachers sit an exam and are awarded a certificate if they pass, which is registered in their file. It should be noted that while daily paid teachers are able to access many of these accredited training opportunities and be awarded certificates upon completion, the ranking system does not apply to them. This work on the new ranking system has also involved a review of leadership standards, partly as a strategy for strengthening middle leadership, for example, by giving supervisors more of a supporting role at the school level.

Promising policies not systematically met in practice

While the ESP includes a comprehensive Strategy for Mainstreaming Gender Equality in Education, a shortage of male teachers persists (Category 1)

Despite the existence of a comprehensive Strategy for Mainstreaming Gender Equality in Education, which includes a set of priority interventions and guidance in the area of selection and recruitment of teachers and other education personnel, the shortage of male teachers continues to be an issue for boys’ schools in general but particularly for double-shift schools. A lack of available male teachers means that first-shift male teachers often work as the daily paid

⁹³ QRTA (2020)

teachers in the afternoon. There were reported advantages to this: principals said that they appreciated the continuity and commitment of these teachers, and the teachers themselves said that they would probably take a second job anyway, such as a taxi driver, if they were not teaching. However, teaching two shifts a day as well as a Saturday morning also meant that teachers were concerned about being tired in the afternoon and students therefore not receiving as high-quality teaching as those in the morning shift.

There are many formal CPD programmes on offer but some teachers are unable to participate (Category 2)

CPD is organised at the district level by supervisors from the Field Directorate according to requirements and identified needs. However, supervisors face heavy workloads, in part due to their dual role in professional development and supervision/evaluation, thus preventing them from being able to offer sufficient numbers of sessions and provide one-to-one coaching support for all teachers. Additionally, several challenges prevent teachers themselves, whether permanent or daily paid, from attending ongoing training. They include lack of incentives, limited options for childcare, scheduling and transportation problems, particularly for training occurring outside the school, and limited availability of spaces. Teachers also noted that the training courses offered did not always match their areas of need in regards to their professional development, despite them filling in forms at the start of the year indicating the courses that would be useful for them. However, teachers of refugees did indicate they have received more training opportunities from donor organisations which specifically relate to teaching refugee students.

While the IPNAT offers teachers a chance to build teaching skills relatively early in their careers, many novice teachers do not feel prepared to teach when they start working as they have not completed any pedagogical training or practical experience prior to this programme (Category 2)

While graduates from the QRTA programme and, to a lesser extent, those with a Bachelor of Education felt prepared to start teaching, as they had built practical pedagogical skills before taking up their posts, teachers without any pre-service training, including subject teachers, felt much less prepared. Bachelor of Education holders mentioned that the practicum had been the most useful part of their degree; however, the practical component of the Bachelor of Education has been reduced over the past few years, and concerns have been raised about the quality of some aspects of the programme as a whole. For some teachers, their pre-service preparation was more informal and consisted of learning from older family members, teaching informal lessons to young relatives or neighbours, or watching video tutorials online.

Many interviewees spoke highly of the IPNAT programme for newly appointed teachers, commenting that it helped these teachers to build a strong pedagogical foundation; there was a general sense that having the opportunity to be exposed to pedagogical concepts and participate in practical experiences before entering the profession would help to ensure that teachers are ready to teach from day one.

The shift in the role of supervisors from evaluative to supportive has left a gap in the evaluation of teachers in practice (Category 3)

In recent years, the focus of the role of supervisors has moved from the evaluation of teachers towards the support of their professional development, reflecting broader policy efforts to improve the status of the teaching profession. This move was generally noted as positive by stakeholders, though there were concerns about ensuring the holistic evaluation of teachers, particularly when it came to the evaluation of the technical aspects of the work of subject teachers. Some school principals commented that they did not feel adequately prepared or qualified to evaluate teachers in the subjects in which they were not specialists.

Promising practices not based on or reflected in policy

Some daily paid teachers are retained for more than a semester to ensure education continuity (Category 1)

While the official policy on daily paid teachers is to replace them after one semester to ensure more teachers have the opportunity to teach, donors have stipulated that they would prefer for daily paid teachers in the second shift who work with Syrian students to be retained for longer than a semester because they have invested a lot of resources in training these teachers. This has also been identified as a priority for central-level stakeholders at the MoE, who recognise the importance of ensuring learning continuity for refugee learners. This practice ensures that those most qualified to teach refugee students continue to do so, and are subject to less job instability than daily paid teachers teaching Jordanian students.

There are some quality in-service training opportunities on addressing the needs of vulnerable learners, including refugees, which could be included as part of official requirements for CPD (Category 2)

In response to the increased influx of Syrian refugees and before the Government of Jordan had opened up additional second shifts for these learners, QRTA, in collaboration with UNESCO, designed a course for teachers on how to better respond to their needs and to provide psychosocial support to all learners. The programme focused on creating

awareness and knowledge of how to address the needs of refugee students, and how to integrate them with Jordanian students. At the request of the MoE and with funding from USAID, the programme was scaled up and its scope expanded to ensure that any teacher has the foundational skills to detect early signs of trauma, abuse and other psychosocial support needs in all students, not only refugees. It is currently being packaged as one of the CPD programmes teachers have to complete in order to meet the national Teacher Standards and be promoted. There are a number of other promising programmes, including training offered by the NRC, for example, which it could also be beneficial to include as part of the official CPD requirements.

Individual initiatives by principals and teachers, such as ‘twinning’ between shifts, have improved working conditions, social cohesion and quality of education for Syrian learners (Category 3)

The research highlighted a number of promising practices taking place at the school level and initiated by principals and teachers themselves as part of efforts to improve working conditions and the learning environments at their respective schools. One principal regularly used the strategy of twinning, that is requesting that donors and the Field Directorate make resources, training, events, etc. available to the morning shift that are available to the afternoon shift and vice versa, and encouraging them to commit to this approach. At another school, the principal worked hard to build a sense of community at his school, making efforts to integrate Jordanian and Syrian learners, and adopting a zero-tolerance policy for harassment and abuse of any kind among teachers and students alike. At other schools, daily paid teachers took on additional roles as informal counsellors, and organised fundraisers and other events to support Syrian learners.

Gaps in both policy and practice

School leaders lack influence in the recruitment of daily paid teachers (Category 1)

The Field Directorate has overall authority when it comes to the recruitment and deployment of daily paid teachers, with some principals noting that they would like to have a bigger say in the decision-making process. Currently, principals’ involvement is mostly limited to submitting to the Field Directorate the number of teachers they need and in which subject(s), and reporting teacher attendance and/or performance. School principals interviewed, on the whole, reported having very little say in dismissing poorly performing teachers.

There are inefficiencies in the appointment process for permanent teachers (Category 1)

Many prospective teachers described experiencing long waiting times between applying to the CSB and appointment/deployment. A number of daily paid teachers also reported that they were on the CSB waiting list and were hoping that a permanent position would open up for them.

There is no regulatory framework for daily paid teachers’ contracts, job conditions and career paths, meaning they face job insecurity and limited opportunities for career progression (Category 3)

The lack of a regulatory framework results in inconsistencies in the recruitment and retention process. In some schools, permanent teachers from the morning shift were recruited to work as daily paid teachers in the second shift. As has been noted above, school principals also appear to have varying levels of informal influence over the recruitment and retention of daily paid teachers. In the absence of a regulatory framework, such informal influence and inconsistent processes can lead to resentment about the lack of transparency.

Daily paid teachers are not given sick or maternity pay, which lowers job security and results in increased teacher turnover for daily paid teaching positions. Some teachers reported returning to work one week after giving birth through fear of losing their job. This increases teacher turnover, which in turn increases the administrative burden of hiring new teachers and creates instability for learners. Even being included in MoE-organised professional development did not appear to outweigh the lack of job security. In fact, this could actually be increasing attrition rates because undertaking such training can make daily paid teachers more attractive to the private sector, where they enjoy more rights than in their current positions.

Administrative and support staff are lacking in many second-shift schools (Category 3)

At present, a number of schools which have two shifts do not have administrative support in the afternoon shift. Administrative support staff are not able to be recruited on a temporary or daily paid basis. As a consequence of this, many students in the afternoon shift do not have access to a library, computer suite or science laboratory. In addition, school counsellors are only allocated to schools with a specific minimum student population at present. Many teachers of refugee students stated that their students required more psychosocial support than they were able to provide and struggled with the lack of a school counsellor.

Part 3b

Strengthening teacher management in refugee settings

This final section builds on the promising policies and practices and policy and practice gaps identified previously and sets out a series of preliminary recommendations aimed at:

- sustaining promising policies that are reflected in practice
- ensuring promising policies are more systematically reflected in practice
- building policy around promising practices
- addressing areas where there are both policy and practice gaps.

The teacher management dimension targeted by each recommendation is included.

These recommendations will support the further development of research-informed policy guidance for the Government of Jordan and partners.⁹⁴

Sustaining promising policies that are reflected in practice

Recommendation: Maintain support for the QRTA initial teacher education postgraduate diploma as a flagship programme and fast-track the deployment of graduates to schools in greatest need, while also supporting the ongoing expansion of postgraduate programmes at other institutions

Target dimension: Teacher professional development

The QRTA pre-service postgraduate teaching diploma that was launched in 2016 is highly regarded, with principals in particular praising the quality of graduates from the programme. While there are high costs associated with running a scholarship programme of this nature, stakeholders agree that it is worth the investment, provided inefficiencies are eliminated when it comes to forecasting teacher numbers and ensuring that graduates are deployed as soon as possible following graduation and to schools in greatest need of strong teachers. Given that graduates will not only have a postgraduate teaching qualification, but also practical teaching experience, it may be worthwhile exploring a fast track for

these teachers in the new ranking system, in exchange for taking on additional duties at the school level and/or being placed at schools with high numbers of Syrian refugees and other vulnerable learners. It is also recommended that other institutions currently developing similar programmes be supported to allow for more students to enrol countrywide.

Recommendation: Review how the new teacher ranking system can consistently be applied to daily paid teachers and not just teachers hired by the CSB

Target dimension: Job conditions, supervision and appraisal, and career path

Enabling daily paid teachers to be included in the ranking system would allow the better trained teachers to be identified and employed as permanent teachers while also providing motivation to daily paid teachers to undertake more professional development training, and enhancing the equity of the teacher management system. This would be facilitated by introducing regular contracts for all daily paid teachers who are registered in the CSB system.

Ensuring promising policies are more systematically translated into practice

Recommendation: Set up a gender task team led by the Gender Division in collaboration with other key national stakeholders and international partners to follow through on policy commitments to address the shortage of male teachers and ensure women are entering the profession by choice

Target dimension: Recruitment and deployment

Work together with other key national partners, including the UNRWA Jordan Field Office, universities, teacher organisations and representatives from other government entities to set up a gender task team to follow through on the commitments made in the Strategy to Mainstream Gender Equality in Education to improve gender-sensitive monitoring, evaluation and quality control of teacher policies, and to improve gender awareness and capacity among teachers, education leaders and communities. One of the

⁹⁴ In 2021, while we were finalising this report, the World Bank published the Global Education Policy Dashboard (GEPD) for Jordan, with support from the Bill & Melinda Gates Foundation, the United Kingdom's Foreign, Commonwealth, and Development Office (FCDO) and the Government of Japan. The GEPD attempts to measure drivers of learning outcomes in four key areas: 1) inputs and infrastructure, 2) teaching, 3) learners and 4) school management. The GEPD for Jordan represents a potentially useful tool to support the implementation of the recommendations presented in this section and is available at the following link: <https://www.educationpolicydashboard.org/practice-indicators/jor>.

main problems leading to a shortage of male teachers is that men feel salaries for starting teachers are too low, which is not the easiest problem to solve if resources are limited. However, there are other ways to improve the prestige of the profession, by, for example, offering other forms of merit-based incentives and running a campaign to change the 'image' of teaching for male candidates in collaboration with other stakeholders at multiple levels of the education system. Such a campaign could help to tackle some of the stereotypes associated with being a teacher in Jordan, and to ensure that women entering the profession are doing so because that reflects their career plans, and not because they do not believe they have any other choice. One key element of ensuring women are entering the profession by choice is to provide them with opportunities for career progression by, for example, supporting them with childcare and/or time off from teaching to participate in professional development and conduct other activities necessary to progress to the ranks of expert and leader teacher.

Recommendation: Provide more flexible professional development opportunities, including remote and blended approaches

Target dimension: Teacher professional development

In light of the challenges faced by teachers in accessing and attending professional development opportunities, which have been exacerbated by the COVID-19 pandemic, it is recommended that more flexible models of training be considered. For example, blended models of professional development courses might reach a larger group of teachers than is possible with face-to-face courses, as well as enabling teachers to attend and complete components in their own time while not losing pay. If online training is offered, it would also be important to equip teachers with the skills and equipment to access such training, as well as making offline formats available for those unable to connect. Offering opportunities at the school level was also recommended by principals as a way of opening access up to more teachers from a particular school. A school cluster approach could be helpful in this regard, where supervisors, principals, and leader and expert teachers from different schools collaborate based on their individual and collective expertise.

Recommendation: Expand opportunities to participate in teaching practicum for all prospective teachers during their bachelor's programmes

Target dimension: Teacher professional development

Especially given the cost-prohibitive nature of expanding and requiring postgraduate teaching diploma programmes for all prospective teachers, increasing the opportunities for practical teaching experience at the bachelor degree level

could be an effective strategy to ensure that prospective teachers are equipped with the skills and confidence to enter the classroom ready to teach. For Bachelor of Education students, this would involve restoring the number of hours of practicum while ensuring the quality of the overall programme. For prospective subject teachers, this could involve providing alternative opportunities for practical teaching experience for those students most likely to enter the teaching profession. To act on this recommendation, it may be helpful to consult with the Ministry of Higher Education, Jordanian universities, QRTA and UNRWA's Faculty of Educational Sciences and Arts.

Recommendation: Establish working groups involving supervisors, principals and teachers to ensure that evaluative and supportive roles are clarified, understood and agreed by all, especially with respect to additional education

Target dimension: Job conditions, supervision and appraisal, and career path

Conversations with principals will be particularly important to make sure that they possess the skills and, if not, receive appropriate training in order to undertake their evaluative role effectively. Enabling supervisors to provide a more supportive professional development role will also increase the support that teachers receive. The existing communities of practice could thus be where effective supervision of teachers, particularly daily paid teachers, is discussed.

Building policy around promising practices

Recommendation: Regularise one-year appointments for daily paid teachers by building in formal mid-semester reviews to determine whether the school is better served by rotating daily paid staff or retaining daily paid staff

Target dimension: Recruitment and deployment

As both the MoE and donors have recognised the importance of ensuring learning continuity for Syrian students by retaining daily paid teachers in the second shift for more than one semester, it may be worth regularising/formalising this practice by introducing a mid-semester review, where school principals, representatives from the Field Directorate and partners meet to determine whether or not learners' needs are being met and then make a recommendation about whether to retain or rotate teachers. In most cases, retaining teachers for a full year should be the recommendation, but there may be some exceptions based on the individual teacher's effectiveness and relationships with students and colleagues.

Recommendation: Ensure that existing successful programmes on psychosocial support and addressing the needs of refugees are included as part of official requirements for CPD and are mainstreamed as part of the MoE's overall response to the refugee crisis, and regularly review the quality and scope of current programming

Target dimension: Teacher professional development

There are a number of quality in-service training programmes for teachers on providing psychosocial support to learners and addressing the needs of refugees, including one developed by QRTA with the support of UNESCO and upscaled through funding from USAID, which the MoE is working on including as part of official requirements for CPD according to the new ranking system. In addition to ensuring that this is followed up, it would be important to regularly review the quality of the programmes on offer as part of official CPD and other programmes to determine what is most relevant to include. Further, it is recommended that the process of leveraging existing learning communities and school networks to explicitly build skills among principals and teachers to address the needs of refugees, as has been done with some success at individual schools, is formalised and mainstreamed across all schools. To ensure a greater consistency and visibility of the training offer across Field Directorates, it is recommended that the MoE integrates teacher training into its effort to mainstream the response to the refugee crisis.

Recommendation: Mainstream the concept of 'twinning' of resources and events between shifts in plans and strategies and regularly review activities at high-performing schools to identify potential promising practices to be mainstreamed

Target dimension: Job conditions, supervision and appraisal, and career path

At many of the schools visited during the research, there were examples of promising practices that had been initiated by principals and teachers themselves to overcome challenging working conditions and limited resources. However, these practices were confined to individual schools and their success was contingent on the influence and commitment levels of the school-level personnel involved, as was the case with one school principal who had good relationships with both the Field Directorate and donors and was therefore able to take a twinning approach to resource and events-sharing between shifts. Mainstreaming this concept of twinning in all plans and strategies, as well as agreements with donors, would be an effective way of ensuring equitable distribution of resources across shifts. Further, regularly reviewing activities at high-performing

schools (as identified through EQAU assessments) to identify promising practices with the potential to be mainstreamed can support further policy development to improve working conditions at schools.

Addressing areas where there are gaps in both policy and practice

Recommendation: Meaningfully include school principals in the recruitment process for teachers

Target dimension: Recruitment and deployment

Many school principals reported having little say in the recruitment of teachers, particularly daily paid teachers, and in turn felt they had little control over whether teachers remained in post or were replaced, which led to feelings of powerlessness and frustration. By enabling them to have input into the recruitment process, they may feel more valued and have a stronger relationship with the teachers coming to work at their school, which would also ensure that they are better equipped to meet school-level needs.

Recommendation: Adjust the weighting of the criteria when hiring new teachers to give less weight to graduation year and more weight to holding relevant qualifications and performance on the assessment of competence

Target dimension: Recruitment and deployment

Motivation to undertake pre-service training is limited due to graduates not being given priority for new teaching posts. Giving more weight to teaching qualifications would potentially lead to a greater uptake of pre-service teacher training courses, thereby resulting in better-qualified candidates entering the teacher workforce. Further, this may serve to decrease the amount of time that prospective teachers spend on the CSB waiting list, thereby making it less likely that they will have forgotten what they learned during their degree and postgraduate diploma programmes.

Recommendation: Develop a regulatory framework ensuring proper contracts for daily paid teachers that is linked to the centralised CSB system

Target dimension: Job conditions, supervision and appraisal, and career path

At present daily paid teachers lack proper contracts and job security, which reportedly results in high turnover of teachers, according to some principals, and general dissatisfaction. A clear centralised framework for daily paid teachers that is linked to the CSB, which includes proper contracts (even if they are shorter term), would reassure

teachers and school principals that there is some job security and career prospects contextualised and allow for flexibility where there are issues such as teacher shortages. Job security could also come in the form of priority being given to daily paid teachers when re-employed or where additional evaluation points have been distributed, to ensure that years of experience in teaching are counting towards career progression. The financial support packages available for daily paid teachers should also be reviewed, particularly in the areas of pensions, sick leave and maternity leave, which should be identified as a priority in discussions with donors. This would be likely to lead to higher motivation levels and an improvement in performance, and is a sound investment, given that second-shift teachers for Syrians are already at times more qualified and provide higher quality education, according to several principals in the study.

Recommendation: Distribute the working hours of administrative support staff over both shifts

Target dimension: Job conditions, supervision and appraisal, and career path

To ensure that students in the afternoon shift are able to access the same resources as those in the morning, it is recommended that administrative staff's working hours are distributed over the two school shifts to ensure some cover in both shifts. For example, some schools ensured coverage in the second shift by changing administrative staff hours to 9am to 2pm, rather than until 12pm only. Where hours cannot be extended due to funding constraints, working hours could be redistributed, for example, by having a later starting time in the morning and staying for part of the afternoon shift. Enabling counsellors to work across both shifts, even if student numbers are low in the second shift, would ease the pressure on teachers and enable better support for students.

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