Ensuring effective teacher management in refugee settings

Public schools in Jordan
In recent years, Jordan has made considerable progress in education and has demonstrated a strong commitment to improving the quality of provision for all learners within its borders, including refugees.

Effective teacher management, aimed at building teachers’ status, skills, motivation, wellbeing and retention, is a key policy lever that can help Jordan to achieve its aim of developing and sustaining a high-quality, inclusive and equitable education system for all learners, including refugees and vulnerable Jordanians.

This policy brief aims to provide research-informed policy guidance for the effective management of elementary-level teachers in public schools catering to Syrian refugees in Jordan. The guidance is intended to support the Ministry of Education (MoE) and other key stakeholders at multiple levels of governance in developing and implementing teacher management policies, with the overall goal of improving teacher management in refugee settings.

The brief builds on the key objectives, strategies and initiatives set out in key policy documents, including the country’s Education Strategic Plan 2018–2022 (ESP), the National Strategy for Human Resource Development 2016–2025 (NSHRD) and the Jordan Response Plan 2018–2020 (JRP), as well as on findings from the study entitled Teacher Management in Refugee Settings: Public Schools in Jordan.¹

¹ Bengtsson et al. (2021).
Specifically, the brief includes the recommendations outlined below in Part A and Part B.

**Part A**

The system-level preconditions for supporting effective teacher management in refugee settings, including those for:

- coordination, collaboration and communication between stakeholders
- stakeholder capacities
- policy development and dissemination
- data collection and analysis
- financing and resource mobilisation.

**Part B**

Improving the following key dimensions of teacher management:

- recruitment and deployment
- teachers' professional development
- working conditions, supervision and appraisal, and career progression.

**Limitations**

The data on which the findings and recommendations in this policy brief are based were collected between September 2019 and January 2021. The recommendations do not consider recent policy developments, in particular those following the mid-term review of the ESP.

The data collection focused on elementary schools catering to Syrian refugee learners outside refugee camps, that is, double-shift public schools. The findings and recommendations should therefore be read in the light of this scope.
<table>
<thead>
<tr>
<th>Acronyms</th>
<th>Description</th>
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<tbody>
<tr>
<td>3RP</td>
<td>Regional Refugee and Resilience Plan</td>
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<td>CPD</td>
<td>Continuing professional development</td>
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<td>CRRF</td>
<td>Comprehensive Refugee Response Framework</td>
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<td>CSB</td>
<td>Civil Service Bureau</td>
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<td>EDPG</td>
<td>Education Development Partner Group</td>
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<td>EMIS</td>
<td>Education Management Information System</td>
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<td>EQAU</td>
<td>Education Quality and Accountability Unit</td>
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<td>ESP</td>
<td>Education Strategic Plan 2018–2022</td>
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<td>GCR</td>
<td>Global Compact on Refugees</td>
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<td>GEFD</td>
<td>Global Education Policy Dashboard</td>
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<td>IIEP-UNESCO</td>
<td>UNESCO International Institute for Educational Planning</td>
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<td>IPNAT</td>
<td>Induction Programme for Newly Appointed Teachers</td>
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<td>ISWG</td>
<td>Inter-Sector Working Group</td>
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<td>JRP</td>
<td>Jordan Response Plan</td>
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<td>MoE</td>
<td>Ministry of Education</td>
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<td>NCHRD</td>
<td>National Committee for Human Resource Development</td>
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<td>NTS</td>
<td>National Teacher Survey</td>
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<td>QRF</td>
<td>Queen Rania Foundation</td>
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<td>QRTA</td>
<td>Queen Rania Teacher Academy</td>
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<tr>
<td>UNHCR</td>
<td>Office of the United Nations High Commissioner for Refugees</td>
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<td>UNRWA</td>
<td>United Nations Relief and Works Agency for Palestine Refugees in the Near East</td>
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Introduction

**Bridging the humanitarian-development divide in refugee education**

The government of Jordan has established a protective environment for refugees residing within its borders. The right to education, including for refugees, is enshrined in Jordanian law and is part of international efforts to respond to the refugee crisis through the Comprehensive Refugee Response Framework (CRRF) and Global Compact on Refugees (GCR). 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 Sudan.\(^2\) In addition, under the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), Jordan hosts 2.2 million Palestine refugees, 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.

Through the Jordan Response Platform for the Syria Crisis, a nationally led strategic partnership mechanism to coordinate Jordan’s refugee response, the government has developed time-bound strategies known as Jordan Response Plans (JRPs). These plans aim to provide comprehensive guidance on systems-strengthening, to benefit both refugees and the Jordanian communities in which they live. Such an approach involves responding to the immediate needs of refugees, while also building resilience by taking longer-term socioeconomic development goals into account. Education is a key component of the different JRPs, and access to quality schooling for Syrian refugees is prioritised.

Refugee education has also been integrated into the country’s national education plans and strategies, including the *Education Strategic Plan 2018–2022 (ESP)*\(^3\) and the *National Strategy for Human Resource Development 2016–2025 (NSHRD).*\(^4\) As part of these plans and strategies, the government of Jordan has opened schools in refugee camps and second-shift schools in host communities and recruited large numbers of so-called daily paid teachers to meet increasing demand for schooling resulting from the continued influx of Syrian refugees. However, according to the ESP, it will need to increase the number of teachers by 19% in order to adequately staff these schools and maintain the quality of teaching and learning. The ESP estimates that the gap in staff costs will increase to 160 million Jordanian dinars in 2022, and that in order to fill this gap, donors will have to allocate additional funds.\(^5\)

**Key terms**

<table>
<thead>
<tr>
<th>Double-shift schools</th>
<th>Some of Jordan’s schools operate as double-shift schools, with one group of students attending the first shift and another the second. This system was introduced in the 1960s to address overcrowding.</th>
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<tr>
<td>Second-shift schools</td>
<td>In recent years, Jordan has increased the number of schools operating as double-shift schools, opening second-shift schools, primarily for Syrian refugee learners.</td>
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<tr>
<td>Daily paid teachers</td>
<td>Teachers recruited locally to temporarily fill vacant posts and/or address shortages are known as daily paid teachers. They do not have permanent contracts and are paid based on the number of days worked during each month.</td>
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Additionally, teacher training is viewed as central to the education response because of the specialised needs of refugee learners, who may be suffering from grief and trauma. The NSHRD has identified that training school principals, educational counsellors and teachers (whether full-time or contract) to provide appropriate psychosocial support to Syrian refugees is a priority. The percentage of school principals, educational counsellors and teachers who received such training was identified as a Key Performance Indicator in both plans (NSHRD and ESP).\(^6\)

**A new national vision for teacher management**

Over the past decade, the Jordanian Government and its partners have made a concerted effort to improve teacher management processes in order to raise the status of the teaching profession and the quality of teaching and learning across the country. This aim is clearly set out in the NSHRD, which promises to provide educators with

*‘the capacity and tools to support learners across the Kingdom to realise their ambitions – with respect, fulfilment and rewards to match.’*

To achieve this end, important government-led initiatives have included, but are not limited to, the raising of minimum entry requirements for the profession, a revised,

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\(^1\) As of 2019, this number included 656,512 Syrians, 67,286 Iraqis, 14,703 Yemenis, 6,126 Sudanese, 753 Somalis and 1,700 refugees of 52 different nationalities, according to data from UNHCR.\(^2\) MoE (2018).\(^3\) NSHRD (2015).\(^4\) MoE (2018, p. 98).\(^5\) MoE (2018, p. 118); NSHRD (2015, p. 114).
comprehensive pre-induction programme for novice teachers, a postgraduate pre-service teaching diploma, a new ranking system for teachers that more clearly links professional development with appraisal and career progression, and the delineation of a more supportive role for school supervisors, rather than a purely evaluative one. Ultimately, the Jordanian Government is working with partners to help realise its vision for the teaching profession, as outlined in the NSHRD, where:

• being a teacher is a well-recognised, respected and fulfilling profession
• teachers are rewarded well 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.

However, data from Jordan’s 2018 National Teacher Survey (NTS) and the 2021 Global Education Policy Dashboard (GEPD) for Jordan suggest that this vision is yet to be fully realised. According to data from the NTS, while most respondents reported choosing the career because of a ‘passion for teaching’, many reported feeling that teaching is not valued in society. Furthermore, according to the GEPD, many of Jordan’s teachers need to develop their teaching skills and subject knowledge further in order to ensure high-quality teaching.

**Teachers working in public schools catering to Syrian refugees**

In Jordan, teaching in public schools, including those catering to Syrian refugees, is a profession restricted to Jordanian citizens. Teachers are employed under two main types of contract.

• **Permanent teachers**: these teachers are civil servants, which means they are hired by the Civil Service Bureau (CSB) in collaboration with the MoE. Classroom or general teachers (for Grades 1–3) generally hold a Bachelor of Education degree, while subject teachers (Grades 4–6) should hold, as a minimum, a bachelor’s degree in their chosen subject.

• **Daily paid teachers**: these teachers are recruited and deployed by the Field Directorate. They do not have regular contracts, are paid based on the number of days worked during each month, and do not have access to leave or benefits. Many daily paid teachers are on the CSB waiting list, hoping to be appointed as fixed-term or permanent teachers.

The majority of teachers working with Syrian refugees in second-shift schools are daily paid teachers. While most daily-paid teachers are rotated on a termly basis, in schools serving refugees they are often employed for a longer period in an effort to ensure continuity for refugee learners. In some schools, permanent teachers from the morning shift are also deployed as daily paid teachers in the second shift, to provide peer support or to address teacher shortages in larger directorates.

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**Teacher motivation and wellbeing, teaching quality and retention in refugee settings**

According to data from the NTS 2018, ‘passion for teaching’ was the main reason for pursuing a career in teaching among a greater proportion of teachers in second-shift schools for Syrians (54%) than in schools integrating Syrians (42%) and schools with no Syrians (36%). Furthermore, a smaller proportion of survey respondents from second-shift schools for Syrians (13%) were planning on leaving the teaching profession in the next five years than respondents from schools with no Syrian refugee students (25%) and schools integrating Syrian refugees (20%). This suggests that intrinsic motivation levels are higher among daily paid teachers in second-shift schools, despite the job insecurity they face.

At many schools visited as part of the Teacher Management in Refugee Settings: Public Schools in Jordan research, teachers and principals appeared motivated to support Syrian learners, describing initiatives they had created to provide additional support and encouragement for Syrian students’ learning.

While low salaries are recognised as a problem affecting teachers’ status, motivation and retention across all public schools, the problem is particularly pronounced in second-shift schools for Syrians: 95% of teachers from Syrian second-shift schools surveyed for the NTS 2018 who were planning to leave the profession listed ‘low salary’ as a reason, compared with 79% from schools integrating Syrians and 77% from schools with no Syrians.

Interestingly, ‘heavy workload/large class sizes’ seemed to be more of a problem in schools integrating Syrians than in second-shift schools for Syrians and schools with no Syrians: 71% of surveyed teachers in schools integrating Syrians who were planning to leave cited workload or class size as a problem, compared with 38% in Syrian second-shift schools and 49% in schools with no Syrians.

At many schools visited as part of the Teacher Management in Refugee Settings: Public Schools in Jordan research, teachers and principals explained that the relationship between first- and second-shift schools was not good and led to additional challenges in ensuring a quality teaching environment that was already threatened by poor infrastructure and lack of regular maintenance.

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1 The NTS is a nationally representative survey conducted in 2018 by the Queen Rania Foundation (QRF) in coordination with the MoE. The final sample included 5,722 elementary-level teachers and 360 principals or principal’s assistants from 361 MoE, private and UNRWA schools. Schools enrolling Syrian refugees account for one quarter of the school sample and UNRWA schools for 10%. 2 The GEPD was developed by the World Bank Group, with support from the Bill & Melinda Gates Foundation, the United Kingdom’s Foreign, Commonwealth & Development Office 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. 3 Field Directorates are responsible for managing the education system in Jordan at the alwiya (or district) level.
Other resources used in this brief


Providing evidence-informed policy guidance

Within the context of the ESP, the NSHRD and other national policies and strategies, this policy brief aims to provide research-informed policy guidance for the effective management of elementary-level teachers in public schools catering to Syrian refugees in Jordan.

The recommendations developed for this brief are presented in two parts.

- **Part A**: creating system-level preconditions for strengthening teacher management in refugee settings.
- **Part B**: improving the different dimensions of teacher management in refugee settings.

In each part, the recommendations are grouped into strategies around a set of objectives, designed with the overarching policy goal of ensuring that teachers in refugee settings are included in national efforts to transform teaching into a profession of choice.

Furthermore, each set of strategies includes a list of suggested key initiatives to support their implementation. Finally, to further contextualise the recommendations, each part begins with a brief summary of the findings from the research study *Teacher Management in Refugee Settings: Public Schools in Jordan*, presented as a set of enabling and constraining factors.

As the ESP and other national policies and strategies aim to mainstream refugee education and to integrate Syrian refugees into the national education system, it should be noted that many of these recommendations are applicable to teacher management in the country as a whole, not just in refugee settings. In fact, many of the recommendations below relate to broader systems-strengthening and quality education, which are priority areas under the ESP, and therefore have implications for all teachers in Jordan, not only for those working with Syrian refugees.
Research question

What promising policies and implementation strategies exist for the management of elementary-level teachers in refugee-hosting areas in Jordan, and where are there potential areas for further policy development and successful implementation?

Research approach

Using a collaborative, mixed-methods approach, this research examined how elementary-level teachers are managed in policy and practice, focusing on public schools catering to Syrian refugees outside of refugee camps in Jordan.

The research was conducted in two phases:

**Phase 1** – which explored the policy landscape framing teacher management in refugee settings, the profile of the teaching workforce and the management of teachers in practice at 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.

Research methods

- **Policy document analysis**
- **Analysis of available secondary data (e.g. the Education Management Information System (EMIS))**
- **Analysis of data from the 2018 NTS, conducted by the Queen Rania Foundation (QRF) on behalf of the MoE**
- **Semi-structured interviews with central-level stakeholders, including the MoE, the 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**

**Note:** The full report for the study can be found at: https://unesdoc.unesco.org/ark:/48223/pf0000379993
Part A
Creating system-level preconditions for strengthening teacher management in refugee settings

This section sets out five objectives for creating systems-level preconditions for strengthening teacher management in refugee settings in Jordan. Each objective is accompanied by a summary of the key findings from the research according to whether they are enabling or constraining factors when it comes to strengthening the overall system and policy environment, along with a set of key strategies and initiatives aimed at achieving that objective.
Objective A1 To improve coordination, collaboration and communication between different stakeholders working on teacher management in refugee settings

A1 strategies

A1.1. Articulate and circulate a comprehensive framework for the roles and responsibilities of all stakeholders involved in Jordan’s education response in refugee settings.

A1.2. Formalise relationships, strengthen links and improve communication between the CSB, the central-level MoE, teacher training providers and Field Directorates on all dimensions of teacher management as they relate to both permanent and daily paid teachers.

A1.3. Strengthen links and improve communication between the CSB, the central-level MoE, Field Directorates and schools hosting refugees, particularly from school level to Field Directorate level and vice versa.

Key initiatives to support implementation of strategies

- Map all stakeholders involved in teacher management in refugee settings and any relevant existing agreements, to inform the development of a comprehensive framework of roles and responsibilities to be shared and updated regularly.

- Use existing coordination mechanisms within the MoE, particularly those designed for monitoring and evaluation of the ESP, to encourage fruitful communication between all levels of the MoE.

- Draft a clear internal and external communication strategy on refugee issues for the MoE and other relevant partners, based on the review of existing agreements and the roles and responsibilities of stakeholders at multiple levels.

- Enable collaboration between the CSB, the central-level MoE, teacher training providers and Field Directorates on all dimensions of teacher management as they relate to both permanent and daily paid teachers.

- Clarify official procedures for decision-making around staffing and distribution of resources at school level and ensure regular communication between the Field Directorates and school staff regarding second shifts.

Summary of findings related to coordination, collaboration and communication

ENABLING FACTORS

In 2015, a strategic coordination platform known as the Regional Refugee and Resilience Plan (3RP) was established to facilitate a coordinated response to the Syria crisis from governments and humanitarian and development partners in Egypt, Iraq, Jordan, Lebanon and Turkey.

Jordan has developed a national version of the 3RP known as the Jordan Response Platform, which enables the government to develop and implement JRP’s in collaboration with other stakeholders.

Coordination of the refugee response in Jordan has been led by the government of Jordan, through its Ministry of Planning and International Cooperation and other relevant ministries, and supported by the Inter-Sector Working Group (ISWG), chaired by UNHCR.

The refugee crisis has been progressively incorporated into national development efforts, including in education, with the MoE playing an increasing role in coordinating the education response across partners.

External stakeholders supporting refugee education generally have good relationships with the MoE (usually through the MoE’s Development Coordination Unit) and are increasingly collaborating.

CONSTRAINING FACTORS

While there are initiatives and mechanisms in place to support coordination between the many stakeholders involved, such as the 3RP, JRP, ISWG, Education Development Partner Group (EDPG) and Development Cooperation Unit of the MoE, communication between partners is not necessarily regular or effective.

Because there are so many partners supporting refugee education, it can be difficult for the MoE to respond to all requests, particularly when there are competing priorities.

While channels exist for school principals and the Field Directorates to make requests to central government, for instance regarding the hiring of teachers or the distribution of educational resources, these are not always granted, and limited information is provided as to why certain requests are granted, modified or rejected.

While the CSB and MoE work together on the recruitment of permanent teachers, the recruitment of daily paid teachers, who make up the greatest proportion of teaching staff working with refugee learners, is managed solely by the Field Directorate, without the involvement of the CSB.

Coordination between the central MoE and the Field Directorates needs to be reinforced when it comes to the hiring of daily paid teachers.

School principals do not often have the opportunity to participate in educational decision-making, and communication tends to be top-down, from the central MoE to the Field Directorate to the school.
Objective A2 To strengthen and expand stakeholders’ capacities to support effective teacher management in refugee settings

Summary of findings related to stakeholder capacities

ENABLING FACTORS

The MoE has become increasingly involved in refugee education over the past decade, working to bridge the gap between humanitarian and development assistance and including refugees in national development plans and education strategies through a systems-strengthening approach.

The MoE has opened schools in refugee camps and additional shifts in public schools in host communities, and has also hired daily paid teachers to teach refugee learners.

Many stakeholders support the MoE in providing formal education for refugees. These include UN agencies, bilateral donors and non-governmental organisations.

UNRWA operates over 150 schools in Jordan, providing basic education for large numbers of Palestinian children and easing some of the pressure on the public education system.

The QRTA has significant experience in providing both pre- and in-service teacher education, including a postgraduate diploma for teachers and leadership training for school principals.

Several Jordanian universities have launched or are launching postgraduate teaching diploma courses similar to the programme offered by the QRTA.

In recent years, the government of Jordan has made efforts to decentralise and explored opportunities for strengthening capacity, including at Field Directorate level.

CONSTRAINING FACTORS

Despite opening schools in refugee camps, adding second shifts to hundreds of public schools and the presence of UNRWA schools, Jordan struggles to meet the increased demand for education caused by the ongoing influx of Syrian refugees and the burgeoning youth population.

The CSB is only responsible for working with the MoE when it comes to recruiting permanent teachers, and is not directly involved in the recruitment of daily paid teachers, who make up the bulk of staff working with Syrians.

The QRTA and other Jordanian tertiary institutions do not have the capacity to provide pre-service postgraduate training to all prospective teachers in Jordan.

Despite the government’s decentralisation efforts, there are still problems with capacity for supporting effective teacher management at Field Directorate level, especially in the areas of planning, human resources and supervision, where Directorates can be short-staffed.

A2 strategies

A2.1. Reinforce the capacities of the MoE at all levels, including Field Directorates, by applying a systems-strengthening approach that targets all dimensions of teacher management, particularly in schools catering to refugee learners.

A2.2. Ensure that the central-level MoE and CSB are providing official guidance, training and support to Field Directorates on staffing and the management of afternoon shifts, when it comes to both daily paid teachers and administrative support staff.

A2.3. Ensure that the QRTA, universities and other providers of pre- and in-service teacher education have the capacity and support they need to provide quality professional development, including for teachers working in schools catering to Syrian learners.

A2.4. Improve leadership capacity at school level to ensure effective teacher management across both single- and double-shift schools.

Key initiatives to support implementation of strategies

- Enable promising practices on teacher management and refugee education to be shared with both in-country partners and other countries hosting refugees in the region, to support reciprocal learning.

- Create a working group made up of representatives from the CSB and the central-level MoE to develop guidance, training and support on staffing and staff management at double-shift schools, and consult with Field Directorates in order to better understand their support needs for teacher management issues, particularly when it comes to daily paid teachers in second shifts.

- Expand provision of both pre- and in-service leadership training for school principals and deputy school principals to build their management capacities at school level.
### Objective A3 To improve the development, dissemination and implementation of policies related to teacher management in refugee settings

#### A3 strategies

**A3.1.** Continue to mainstream refugee education in future national development plans and education strategies, ensuring that all dimensions of teacher management are addressed, including teacher working conditions, particularly for daily paid teachers.

**A3.2.** Link and harmonise policies relating to permanent teachers with those relating to daily paid teachers, and consider developing specific policy guidance on staffing and resourcing at double-shift schools.

**A3.3.** Explore opportunities for encouraging more active participation by Field Directorates and other subnational stakeholders in the policy development, implementation and evaluation processes, especially in areas hosting high numbers of refugee learners.

#### Key initiatives to support implementation of strategies

- Utilise annual review processes, including ESP monitoring processes, as opportunities for stakeholders at various levels of the education system to provide feedback on progress related to the implementation of all policies and programmes relevant to teacher management in refugee settings.

- Ensure that issues related to the working conditions and deployment of teachers are considered in the development and dissemination of policies and strategies on refugee education.

- Ensure equal participation of different Field Directorates in policy development, especially those hosting refugees, to make sure that suitable policies for teacher management are developed and implemented in refugee settings.

- Ensure that inputs gathered from participatory mechanisms properly fuel the policy development, dissemination and implementation processes, with special attention given to teacher management in refugee settings.

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### Summary of findings related to the development, dissemination and implementation of policies

#### ENABLING FACTORS

Jordan’s policy framework includes efforts to integrate Syrian refugees into the national education system, thereby reflecting international and regional commitments to finding long-term solutions to supporting refugees that also benefit host communities.

There is a strong alignment of different strategic policy documents relating to education, including the NSHRD and the ESP.

The ESP and NSHRD identify the needs of refugee learners as a key component of their remits relating to access and equity.

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, as set out in the new ranking system for teachers.

At central level, there is a continuous effort to engage stakeholders from subnational and school levels in the policy development process.

There is a high level of awareness of the ESP and other policies related to teacher management, at both Field Directorate and school levels, due to the multiple communication channels used by the MoE.

Field Directorates’ development plans and school improvement plans are developed based on priority areas from the ESP and reports by the Education Quality and Accountability Unit (EQAU).

#### CONSTRAINING FACTORS

References to teacher management in refugee settings in national policy and strategy documents tend to focus more on the numbers of teachers needed and on training, and less on working conditions and contractual arrangements, particularly when it comes to daily paid teachers.

The CSB bylaws do not provide specific guidelines on teachers and education support staff, but instead provide general guidelines for all civil servants.

Policies, laws and strategies related to the management of teachers generally do not apply to daily paid teachers, who make up the majority of staff working with Syrian refugee learners, and many of whom are hoping to secure permanent teaching posts.

Despite efforts to engage stakeholders from subnational levels, the policy development process takes place mainly at central level, with unequal participation within and across Field Directorates.
Objective A4 To strengthen the collection and analysis of comprehensive and disaggregated data to support effective teacher management in refugee settings

**Summary of findings related to data collection and analysis**

**ENABLING FACTORS**

On behalf of the MoE, the QRF conducted two nationally representative surveys of public-school teachers, in 2014 and 2018, to build an understanding of the characteristics of the teaching workforce. The latter survey included questions on refugees and categorised schools according to refugee setting (i.e. schools with no Syrians, host community schools integrating Syrians, UNRWA schools, second-shift schools for Syrians, and Syrian camp schools).

In 2021, a GEPD was published for Jordan, including key indicators on teachers, teaching and teacher management.

Comprehensive school-level data are regularly collected through Open EMIS, and the MoE is currently working on further strengthening capacities for using EMIS data to support planning and management at all governance levels as part of the national education strategy.

As part of the ESP, Field Directorates are expected to provide monthly feedback 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.

Through their Educational Planning Departments, Field Directorates monitor the refugee population in their area to help the central-level MoE determine whether new shifts or schools need to be opened, or whether refugees can be enrolled in existing single- or double-shift schools.

There is a Directorate for Monitoring, Evaluation and Quality Control at the MoE that maintains a database on teachers (separate from Open EMIS), which includes information about their ID numbers, exams taken, certificates earned etc.

School quality assurance visits conducted by EQAU also include the measurement of indicators relating to the quality of teaching and learning.

**CONSTRAINING FACTORS**

While data on teachers are collected as part of Open EMIS and other databases, at the time of writing these data were not regularly collated, synthesised and shared with all relevant stakeholders. This leads to challenges in analysing and using teacher-related data to support effective teacher management, particularly when it comes to daily paid teachers.

Large representative surveys, such as the NTS, can be costly.

In the past, according to the NSHRD and the ESP, neither strategic planning within the education system as a whole nor teaching practices have been informed by data and evidence, leading to problems with accountability.

While there have been improvements in EMIS use at Field Directorate level, the capacity to interpret and use teacher-related data to support effective teacher management could be further strengthened, particularly when it comes to the management of daily paid teachers.

**A4 strategies**

A4.1. Maintain support for the regular collection and analysis of comprehensive, disaggregated data on teachers in refugee-hosting regions and the country as a whole, particularly for daily paid teachers (including information about gender, age, refugee status, qualifications, teacher training, teaching experience, job satisfaction, costing considerations etc.).

A4.2. Consider establishing a Teacher Management Information System as a subsystem of OpenEMIS, building on and aligned with existing databases and datasets.

A4.3. Provide guidance, training and support on the use and analysis of teacher-related data to support policy development and implementation and educational decision-making at all levels of the education system, including at Field Directorate and school levels.

**Key initiatives to support implementation of strategies**

- Review existing databases and datasets for quality and comprehensiveness, and identify key steps to address any gaps and limitations when it comes to the management of teachers in refugee settings, particularly daily paid teachers.

- Identify gaps in teacher data in refugee-hosting areas, ensuring that the same data are collected for both permanent and daily paid teachers, building on past collaboration between the central-level MoE, QRF, QRTA, Field Directorates, UNHCR and UNRWA.

- Maintain support for regular surveys and other large-scale teacher studies, such as the NTS, and ensure that information is accessible for all relevant stakeholders.

- When large-scale studies are not feasible, invest in smaller-scale studies (based on the NTS), for example by governorate or school type.

- Support the collection of qualitative data on teachers, particularly on promising practices in the areas of teacher management.

- Building on the EMIS Operational Plan (2020–2023), work with partners to develop, finance and implement a training plan on the analysis and use of teacher-related data in refugee settings at multiple levels of educational governance.
Objective A5 To formalise and strengthen systems for financing and resource mobilisation to support effective teacher management in refugee settings

A5 strategies

A5.1. Develop a joint funding and resource mobilisation strategy for teacher management in refugee-hosting regions that is aligned with the national education financing strategy and that prioritises improved working conditions for teachers and support staff in second-shift schools.

A5.2. Continue to advocate for collective responsibility for refugee education in the international community, as highlighted in the CRRF, the GCR and the 3RP, and explore opportunities for pooling resources among donors, where fund allocation is driven by the most urgent needs within the education system as a whole, rather than by funding deadlines.

A5.3. Diversify and intensify financial partnerships at multiple levels of governance within the education system, and scale up promising practices such as 'twinning' or sharing financial and human resources at double-shift schools.

Key initiatives to support implementation of strategies

- Utilise existing mechanisms, including the ESP Policy and Planning Coordination Committee and EDPG, to ensure that all relevant national stakeholders participate in developing a funding and resource mobilisation strategy for teacher management in refugee settings and that humanitarian and development partners are consulted during the policy development process, including for a comprehensive and career path-oriented financing strategy for daily paid teachers.

- Convene regular meetings between all stakeholders involved in the funding of activities related to teacher management in refugee settings to determine and prioritise funding needs, pool resources and identify new potential funding sources, as well as develop clear, costed and actionable plans and timelines.

- Ensure that teachers’ professional development and their compensation and benefits are identified as core funding priorities in refugee-hosting areas, setting a minimum funding amount required per year for activities in these two areas.

- Engage in joint planning for refugees and host communities at Field Directorate and school levels, including through annual work plans developed by schools, to ensure fair and efficient distribution of school facilities and resources, particularly across the two shifts.

Summary of findings related to financing and resource mobilisation

**ENABLING FACTORS**

In recent years, several international and regional ‘burden-sharing’ mechanisms have been created, including the 3RP, which have allowed stakeholders opportunities to pool resources and better coordinate their response to the Syria crisis.

Funding from diverse sources (multilateral and bilateral) has increased due to the presence of a robust national education sector plan and the mainstreaming of the refugee response into national development plans.

Among others, the Accelerated Access Initiative is a multibeneficiary fund that has been set up in order to offset the additional costs the Jordanian Government incurs when providing formal education for Syrians, with funds going towards teacher training, tuition fees, textbooks, furniture and schools’ operational costs, including teacher salaries and the salaries of support staff.

Many schools operating in double shifts have developed promising practices around financing and resource mobilisation to support Syrian learners in the second shift, including ‘twinning’ programmes in the two shifts, the integration of Syrian and Jordanian learners across both shifts, and teacher-led fundraising activities.

**CONSTRAINING FACTORS**

The ongoing influx of Syrian refugees into Jordanian public schools has put severe strains on Jordan’s existing resources.

Funding for refugee education and for education in crisis contexts is often unpredictable, making longer-term planning difficult.

Interventions at double-shift schools do not systematically target both shifts; nor do they explicitly aim to build linkages and support integration and cohesion between shifts.

Many double-shift schools do not have administrative support in the afternoon shift because administrative staff cannot be recruited on a daily paid basis.
Part B

Improving the different dimensions of teacher management in refugee settings

This section sets out three objectives for improving key dimensions of teacher management in refugee settings in Jordan. Each objective is accompanied by a summary of the key findings from the research according to whether they are enabling or constraining factors when it comes to strengthening teacher management, along with a set of key strategies and initiatives aimed at achieving the objective in question.
Objective B1 To attract, recruit and deploy qualified teachers in refugee settings, and to improve gender parity and equity in staffing processes

Summary of findings related to recruitment and deployment

**ENABLING FACTORS**

For the most part, the policy requiring all teachers to hold a minimum of a bachelor’s degree has been met in practice, including for daily paid teachers working with Syrians.

The ESP includes a comprehensive Strategy for Mainstreaming Gender Equality in Education.

Some daily paid teachers are retained for more than one semester to ensure educational continuity for refugee learners.

**CONSTRAINING FACTORS**

Despite the presence of a comprehensive strategy to support gender equality in education, gender norms attached to the teaching profession persist, hampering the gender-balanced recruitment of teachers and resulting in a shortage of male teachers.

School leaders lack influence in the recruitment of daily paid teachers.

There are inefficiencies in the appointment process for permanent teachers, with many daily paid teachers experiencing long waiting times before being appointed to a permanent role.

B1 strategies

**B1.1.** Build on existing organisational arrangements and work with the MoE’s Gender Division to ensure that teacher-related gender issues are dealt with effectively, including by addressing the shortage of male teachers and ensuring that women are entering the profession by choice.

**B1.2.** Explore opportunities to meaningfully include school principals in the recruitment process for teachers.

**B1.3.** 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.

**B1.4.** Ensure that the CSB, the central-level MoE and the Field Directorates work together on the recruitment and deployment of both daily paid and permanent teachers.

**B1.5.** Explore strategies to make the teaching profession attractive, including by revisiting recruitment criteria for the hiring of new teachers, and set up an official mechanism to allow daily paid teachers, including teachers of Syrian refugees, to transition into positions as permanent teachers at their current schools.

Key initiatives to support implementation of strategies

- Ensure that all relevant stakeholders from the MoE, including, but not limited to, the Gender Division, the Human Resources Department, the Education Training Centre and the Planning Department, meet regularly with representatives from the CSB to follow up on addressing teacher-related gender issues.

- Set up regular consultations between the MoE, the CSB and other key national partners – including the UNRWA Jordan Field Office, the QRTA, the University of Jordan and other universities, and teacher organisations – to develop and implement a gender-sensitive monitoring, evaluation and quality assurance protocol for teacher policies and a strategy for improving gender awareness and challenging gender stereotypes among teachers, education leaders and communities.

- While salary increases may not be feasible, explore alternative interventions for improving the prestige of the teaching profession for both men and women by offering other forms of merit-based incentives, running a campaign to change the ‘image’ of teaching for male candidates, and offering childcare support and/or time off from teaching for female teachers to participate in professional development and engage in other activities necessary to progress to the ranks of expert teacher and to leadership roles.

- Include school principals in the interview process for teachers and allow them to provide inputs into the assessment of candidates’ full applications and interviews during the selection process.

- Give school principals greater input into whether daily paid teachers stay beyond one semester, and harmonise practices across Field Directorates.

- Establish collaboration between the CSB, the central-level MoE and the Field Directorates to develop a clear pathway for transitioning from a daily paid teacher to a permanent teacher based on set criteria, including for teachers working with Syrian refugees.
Objective B2 To improve access to and the quality of pre- and in-service teacher professional development in refugee settings

Summary of findings related to teachers’ professional development

ENABLING FACTORS

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

There is a compulsory in-service Induction Programme for Newly Appointed Teachers (IPNAT) aimed at novice teachers during their first years of teaching, offering them the opportunity to build pedagogical skills early on in their careers.

There are many continuing professional development (CPD) programmes on offer and plans to link some of these opportunities directly with evaluation and career progression as part of the new ranking system.

There are some high-quality in-service training opportunities on addressing the needs of vulnerable learners, including refugees.

At the MoE there is a Directorate for Monitoring, Evaluation and Quality Control, which works to ensure that teachers have made progress on their professional development requirements.

The role of education supervisors has shifted focus, moving from an evaluative function to a supportive function, meaning that teachers theoretically have more access to professional development support than before.

CONSTRAINING FACTORS

At the time of writing, pre-service postgraduate programmes are not offered widely enough to allow all to participate.

Prior to the IPNAT, most teachers have not completed any pedagogical training or gained practical experience, which is not optimal timing for ensuring readiness to teach among novice teachers.

While Bachelor of Education programmes do offer pedagogical training and practical experience, hours have been reduced in recent years, meaning that classroom teachers are less prepared to start teaching.

Some teachers are unable to participate in CPD due to conflicting schedules with teaching, for example, or for childcare reasons.

A lack of resources, combined with continued expectations that education supervisors fulfil an evaluative as well as a supportive role, has resulted in supervisors being overstretched, leading to difficulties in ensuring quality professional development support.

B2 strategies

B2.1. Maintain and expand support for pre-service teaching qualification programmes, including at postgraduate level.

B2.2. Improve the quality of Bachelor of Education programmes and ensure that all prospective teachers pursuing bachelor’s degrees outside of education have the opportunity to participate in introductory pedagogical training and teaching practicum.

B2.3. Maintain support for the IPNAT and explore possibilities for utilising this programme as a link between pre-service qualifications and in-service teacher education.

B2.4. Provide more flexible, incentivised professional development opportunities, and ensure that existing successful programmes on psychosocial support and addressing the needs of refugees are included as part of official CPD requirements and are mainstreamed as part of the MoE’s overall response to the refugee crisis.

B2.5. Ensure that supervisors have the support and resources necessary to deliver high-quality teacher professional development at all schools in their jurisdiction.

Key initiatives to support implementation of strategies

- Maintain support for the QRTA initial postgraduate teaching diploma as a flagship, merit-based scholarship programme, fast-tracking the deployment of graduates to schools in greatest need, including in refugee-hosting areas.

- Conduct regular reviews of the QRTA initial postgraduate teaching diploma and the IPNAT to draw out and build on lessons learned, to develop and expand access to postgraduate teaching qualification programmes.

- Work together with the QRTA, the University of Jordan, UNRWA’s Faculty of Educational Sciences and Arts and other relevant stakeholders to develop and implement a strategy for improving the quality of Bachelor of Education programmes and providing pedagogical training and practical experience to all prospective teachers pursuing bachelor’s degrees outside of education.

- Conduct a mapping and formal review of all existing professional development programmes in key areas such as psychosocial support, inclusive education and meeting the needs of refugee learners (including those offered by the MoE and Field Directorates, QRTA, Norwegian Refugee Council and other partners, and UNRWA), to identify essential training activities to be included as part of the official CPD requirements for Jordanian teachers.
• Expand opportunities for school-based professional development and ensure that teachers do not lose pay when attending training and have access to childcare if needed, and/or provide more opportunities for teachers to attend training outside of teaching hours (e.g. for second-shift teachers hold training sessions in mornings, and vice versa for first-shift teachers).

• Explore the potential of blended models of professional development opportunities to reach a larger group of teachers, and ensure that all teachers have the appropriate resources and ICT skills to be able to access online training.

• Strengthen collaboration between Field Directorate supervisors, the QRTA, universities and other teacher education providers, and delineate clear roles and responsibilities to ensure that all teachers are able to access relevant professional development opportunities, including supportive supervision.
Objective B3 To improve working conditions for all teachers in refugee settings and ensure that they receive adequate supervision and are fairly evaluated, and that they have access to meaningful opportunities for career progression

Summary of findings related to working conditions, supervision and appraisal, and career progression

ENABLING FACTORS

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

Many double-shift schools 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.

All teachers are now evaluated by a ‘resident’ supervisor, the school principal, who is responsible for providing 70% of a teacher’s evaluation, compared with 30% by the supervisor.

Principals and supervisors are reported to provide feedback to daily paid teachers working with Syrians.

The MoE has developed and implemented a new ranking system that better links professional development with appraisals and career progression.

CONSTRAINING FACTORS

There is no regulatory framework for daily paid teachers’ contracts, working conditions and career paths, meaning that they face job insecurity and limited opportunities for career progression.

Many daily paid teachers feel frustrated about their lack of job security when compared with their peers on permanent contracts, as they have the same (and sometimes higher) workloads.

School principals reported feeling frustrated about the lack of official guidance and applicable policies governing the work of daily paid teachers.

There is a lack of administrative and support staff in many second-shift schools due to resource constraints, with the priority being placed on recruiting teachers.

The shift in the role of supervisors from evaluative to supportive has left a gap in the practical evaluation of teachers, as principals often do not have the time and/or the subject-specific and pedagogical content knowledge to thoroughly evaluate all teachers at their schools.

The new ranking system for teachers is not consistently applied for daily paid teachers.

B3 strategies

B3.1. Develop a regulatory framework ensuring that contracts for daily paid teachers contain similar benefits to those of permanent teachers, and that daily paid teachers are more systematically integrated into the new teacher ranking system.

B3.2. Mainstream the concept of ‘twinning’ of resources and events between shifts in plans and strategies at double-shift schools in order to improve working conditions for teachers and learners across both shifts, and ensure that both shifts are supported by administrative staff and school counsellors.

B3.3. Clearly articulate the roles and responsibilities of principals and supervisors in the supervision and evaluation of both daily paid and permanent teachers.

Key initiatives to support implementation of strategies

• Develop a regulatory framework for daily paid teachers’ contracts and working conditions to ensure fair compensation and access to benefits and leave (including maternity leave) and to increase job security, through collaboration between the CSB, the central-level MoE, Field Directorates and donors.

• Regularly review twinning activities and other interventions at high-performing schools to identify potentially promising practices to scale up or mainstream.

• Explore, with donors and other relevant stakeholders, opportunities for sustained support for Syrian community mobilisers, and consider recruiting Jordanian community mobilisers to support the school as a whole.

• Adjust the working hours of administrative staff such as librarians and lab technicians to enable them to cover both shifts, by having them start later in the morning shift so that they can work for the early part of the afternoon shift.

• Enable counsellors to work across shifts where possible and/or work part-time in second-shift schools where the minimum student population requirement is not met by policy, as psychosocial support needs are often greater in the afternoon shift.
If it is not feasible to shift the working hours of administrative staff and counsellors, consider opportunities for engaging these staff members to work on Saturdays, since Syrian second-shift schools operate on a six-day week while the morning shift operates on a five-day week.

Ensure regular meetings between, and training courses for, principals and supervisors to ensure supportive supervision and formative assessment and evaluation of both daily paid and permanent teachers.

Ensure that data on daily paid teachers are regularly collected and count towards their later career progression upon appointment as permanent teachers, including by exploring opportunities for including these teachers in the new teacher ranking system.