

## PUBLIC SCHOOLS IN JORDAN AS REFUGEE SETTINGS TEACHER MANAGEMENT

As the refugee population grows every day, the education systems are less prepared to integrate these new neighbors as students. Despite this, Jordan's effort and dedication to improving the access and quality of the education that the refugee population receives. Based on the results and findings of UNESCO's study, along with the IIEP and the Education Development Trust, *Teacher Management in Refugee Settings: Public Schools in Jordan*, this Policy Brief aims to provide context and guidance regarding the management and elementary-level teachers for public schools focused on Syrian refugees. The document intends to be a base and support for key collaborators of the Jordanian Ministry of Education in the process of creation and improvement of teacher management policies. The goal is to ensure a "high-quality, inclusive, and equitable education system".

### Daily Paid Teachers

Teachers that fill out temporary vacant spots or are hired during a teacher shortage. Often paid a daily wage and do not count with the benefits of a contract or of being a public servant.

of the Jordanian education system overall and create the conditions for a more productive and desirable working environment, drawing people into teaching positions and increasing retaining.

1. **Communication and coordination.** Effective communication is one of the most important factors in any type of management, yet it is still one of the barriers to an efficient teaching system for refugees in Jordan. The research shows that there is communication between for example principals and Field Directorates with the MoE and the central government, however, this one is not really effective, as many requests either get lost or are not addressed.

### PUBLIC EDUCATION AND REFUGEES

Jordan currently hosts the highest number of refugees per capita, with around 750,000 refugees from neighboring countries and 2.2 million people who are already official Jordanian citizens. With a growing population and little to no support from other States in the region, Jordan has had to develop different plans to ensure that everyone's basic needs are being met, including the newcomers.

The *Jordan Response Plans* or JRPs aim to guarantee these basic services in a way that is beneficial for both the refugee communities and the Jordanian population. Education is a key element within the JRPs, and while the overall *Education Strategic Plan 2018-2022*, or ESP, included the improvement of refugees' quality of education, there is still a gap in staff and budget. The number of teachers would need to be increased by approximately 19% and to cover this gap, the Jordanian education system relies on both permanent and daily paid teachers.

Additionally, teacher training is also a central approach for the strategic plan, not only because that would legitimize teaching as an important and professional job, but also because refugee students have -or have had- different life conditions and traumas than Jordan-born citizens. It is important to not only have enough teachers but also to have them prepared for the students they will take.

### A. SYSTEM-LEVEL PRECONDITIONS

The first part of the research by UNESCO, IIEP, and EDT focused on setting the most appropriate preconditions to improve teacher management. With 5 objectives for phase A of this research, the aim is to identify the deficiencies

# POLICY RECOMMENDATIONS

## FOR PHASE A OF THE RESEARCH

- An establishment and identification of clear responsibilities for each stakeholder role should be shared and updated on a regular basis to ensure transparency, as well as a direct communication strategy between the MoE and other key stakeholders, especially those responsible for evaluating the advances in the ESP.
- Guarantee that the MoE and CSB provide official support and training to teachers before and during their service, especially for daily paid teachers and teachers in the afternoon shift or in refugee schools.
- Maintain teacher management and refugee education as a priority in policymaking. Include daily paid teachers in the policies for civil servants and public teachers and add working conditions to the MoE focus points.
- Include Field Directorates and school principals in the ESP evaluations to strengthen the link between policymakers and education civil servants.
- Continue the regular data collection, analysis, and update, increasing the representation of daily paid teachers.
- Collect and utilize data on daily paid teachers for their career progression, including potential inclusion in the new teacher ranking system.
- Share and make accessible all available and new data for stakeholders involved in teacher management and provide training for its utilization.

2. **Strengthen support capacity.** Among the biggest supporters of refugee education in Jordan are the United Nations Relief and Works Agency (UNRWA) which focuses on Palestinian refugees, the Queen Rania Teacher Academy, and other non-governmental organizations (NGOs) and external donors. However, this research has shown that although there seems to be a lot of support and advancements in terms of teacher management, it is not enough or equivalent to the influx of young refugees requiring an elementary-level education. Moreover, the government of Jordan has made efforts to decentralize but the objective has not yet been reached.
3. **Development, dissemination, and implementation of policies.** Jordanian policies do make an effort to include the integration of refugees into Jordanian life, implying that they are included in their education plans. Overall, there is a priority for teacher management policies within public education and refugee rights policies, and these are based on research similar to the one displayed in this policy brief, taking into account expert opinion and international advice. Nevertheless, there is a focus on the number and training of teachers, and rarely their work experience and environment is evaluated. Moreover, daily paid teachers, who make up the majority of staff in refugee camps schools and second shifts for refugees at public schools, are often not taken into account for said proposed and often implemented policies.
4. **Collection and analysis of data.** There are multiple data collection practices and strategies such as surveys by the Queen Rania Foundation (QRF) or others implemented by the MoE through Open EMIS, which all monitor the refugee populations as well as public education institutions, including data on students and teachers. Daily paid teachers are still often excluded or underrepresented within this data and its analysis and diffusion are still matters to improve.
5. **Formalizing financing systems and resource mobilization.** There is an existing international effort to support Jordan's public education addressed to refugees, including the Regional Refugee and Resilience Plan (3RP), the Accelerated Access Initiative, and other external donations and even fundraisers by the teachers. The ESP includes a comprehensive strategy for mainstreaming gender equality in education, and efforts are made to retain some daily paid teachers for more than one semester to ensure educational continuity for refugee students. However, persistent gender norms associated with the teaching profession hinder gender-balanced teacher recruitment, resulting in a shortage of male teachers despite the comprehensive strategy supporting gender equality. School leaders lack influence in the recruitment of daily paid teachers, and inefficiencies in the appointment process for permanent teachers lead to long waiting times for many daily paid teachers before obtaining a permanent role.

## B. Enhancing teacher administration

The second part of this research has three main objectives, which focus on attracting teachers as well as enhancing their working environment to increase the number of educators and at the same time increase the access to quality education for people in refugee settings.

1. **Attract, recruit, and deploy teachers in refugee settings, with gender equality during the staffing process.** All teachers must hold a minimum of a bachelor's degree, including daily paid teachers working with Syrian learners. The ESP includes a comprehensive strategy for mainstreaming gender equality in education, and efforts are made to retain some daily paid teachers for more than one semester to ensure educational continuity and community for refugee students. However, persistent gender norms associated with the teaching profession hinder gender-balanced teacher recruitment, resulting in a shortage of male teachers despite the comprehensive strategy supporting gender equality. School leaders lack influence in the recruitment of daily paid teachers, and inefficiencies in the appointment process for permanent teachers lead to long waiting times for many daily paid teachers before obtaining a permanent role.
2. **Improve access to quality formation programs for teachers aimed for refugee students.** High-quality pre-service teacher training programs with scholarship opportunities have been introduced, and plans for expansion are underway. Newly Appointed Teachers benefit from a compulsory in-service Induction Programme (IPNAT) during their initial years, focusing on building pedagogical skills. Ongoing professional development (CPD) programs are available, with intentions to integrate them into the new ranking system for evaluation and career progression. However, there is limited availability of pre-service postgraduate programs, inadequate pedagogical training for teachers before IPNAT, reduced hours in Bachelor of Education programs, and challenges in CPD participation due to conflicting schedules or childcare issues. Additionally, a lack of resources and the dual role of education supervisors have resulted in difficulties in providing quality professional development support.
3. **Improve working conditions and receive appropriate supervision.** Initiatives such as 'twinning' between shifts, community mobilization by Syrian volunteers, and teacher evaluations by school principals have positively impacted social cohesion. The Ministry of Education (MoE) has implemented a new ranking system linking professional development with appraisals and career progression. However, there is an absence of a regulatory framework for daily paid teachers, leading to job insecurity and limited career opportunities, along with workload disparities.

## POLICY

## RECOMMENDATIONS

FOR PHASE B OF THE RESEARCH

- Collaborating with the MoE's Gender Division and involving school principals in the recruitment process to address teacher-related gender issues and the shortage of male teachers.
- Regularizing one-year appointments for daily paid teachers, exploring alternative interventions to improve the teaching profession's prestige, and establishing clear pathways for transitioning daily paid teachers, particularly those working with Syrian refugees, to permanent roles.
- Provide flexible and incentivized professional development opportunities, integrating successful programs on psychosocial support and addressing refugee needs into official CPD requirements. Ensure that supervisors have the necessary support and resources to deliver high-quality teacher professional development across all schools in their jurisdiction.
- Ensuring teachers do not experience a loss of pay during training and have access to childcare if needed. Provide additional chances for teachers to attend training outside of regular teaching hours, such as holding sessions in the morning for second-shift teachers and vice versa for first-shift teachers.
- Develop a regulatory framework to ensure daily paid teachers receive similar benefits and are systematically integrated into the new teacher ranking system.
- Adjusting working hours for administrative staff, enabling counselors to work across shifts or part-time in second-shift schools, and exploring opportunities for Saturday engagement. Regularly review and scale up promising practices from high-performing schools.

## REFERENCES

**Bengtsson, Stephanie, Fitzpatrick, Rachel, Thibault, Claire, and West Helen.** "Teacher management in refugee settings: Public schools in Jordan", UNESCO IIEP and EDT, 2021, [https://unesdoc.unesco.org/in/documentViewer.xhtml?v=2.1.196&id=p::usmarcdef\\_0000379193&file=/in/rest/annotationSVC/DownloadWatermarkedAttachment/attach\\_import\\_32169ee7-e6c9-49a6-9a07-0aa5908425c1%3F\\_%3D379193eng.pdf&locale=en&multi=true&ark=/ark:/48223/pf0000379193/PDF/379193eng.pdf#IIEP\\_Report\\_Jordan\\_MoE%20V6.indd%3A.116540%3A32](https://unesdoc.unesco.org/in/documentViewer.xhtml?v=2.1.196&id=p::usmarcdef_0000379193&file=/in/rest/annotationSVC/DownloadWatermarkedAttachment/attach_import_32169ee7-e6c9-49a6-9a07-0aa5908425c1%3F_%3D379193eng.pdf&locale=en&multi=true&ark=/ark:/48223/pf0000379193/PDF/379193eng.pdf#IIEP_Report_Jordan_MoE%20V6.indd%3A.116540%3A32)

*"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". (Bengtsson et. al, 75)*

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