



**USAID**  
FROM THE AMERICAN PEOPLE

FINAL REPORT AND SOLUTIONS PACKAGE:  
HUMAN AND INSTITUTIONAL CAPACITY  
DEVELOPMENT (HICD) PERFORMANCE ASSESSMENT  
OF THE JORDANIAN EDUCATION SECTOR AND  
MINISTRY OF EDUCATION (MOE)

July 31, 2013

This publication was produced for review by the United States Agency for International Development. It was prepared by Development & Training Services, Inc. (dTS).

Prepared for the United States Agency for International Development  
USAID Contract Number AID-278-C-13-00001

Implemented by:  
Development & Training Services, Inc. (dTS)  
4600 North Fairfax Drive, Suite 402  
Arlington, VA 22203

Phone: +1 703-465-9388

Fax: +1 703-465-9344

[www.onlinedts.com](http://www.onlinedts.com)

## ACKNOWLEDGEMENTS

The Human and Institutional Capacity Development (HICD) Assessment Team is grateful for the participation, openness, and thoughtfulness of all those with whom we spoke and who provided materials. Firstly, we acknowledge and thank Susan Ayari and Issam Omar of the Basic Education and Youth Office at that United States Agency for International Development (USAID) in Jordan for their much appreciated and ongoing guidance and support throughout the duration of the assessment.

Over the course of this assessment, we also have had the privilege of meeting numerous individuals who have dedicated themselves to providing quality education at all levels. We would like to thank the Ministry of Education (MOE), in particular the former Minister of Education, Dr. Wajeh Oweis, and Mr. Sattam Awad, the Ministry of Education’s Secretary General, Field Directorate (FD), and school staff who graciously took time out of their busy schedules to answer our questions and provide us with guidance. The Managing Director of Educational Planning and Research Directorate, Dr. Mohammad Ahmed Abu Ghazleh, and his staff spent countless hours providing information and clarifying points for us. And, of special note, Ms. Firyal Aqel, Executive Director, Development Coordination Unit (DCU) in the MOE, unflaggingly provided support in multiple areas—from logistics to ongoing and invaluable background, insights and feedback. Individuals from the Ministry of Planning and International Cooperation, Ministry of Public Works and Housing (MOPWH), Ministry of Social Development, and the Ministry of Labor (MOL) also provided valuable input to broaden our understanding of the environment.

Additionally, numerous education agencies working in the Hashemite Kingdom of Jordan graciously took the time to provide us with information and Appendix F provides a detailed list. We would like to take this opportunity to thank the National Center for Human Resource Development (NCHRD), the Faculties of Education at Al Balqa and Al Hashimeih Universities, USAID-funded implementing partners, including the staff and partners of the Education Reform for a Knowledge Economy (ERfKE) II Program. Special thanks are also extended to the Chief of Party for the Education Reform Support Program (ERSP) as well as the staff of the Queen Riana Teachers Academy (QRTA), Madrasati, INJAZZ, Canadian International Development Agency (CIDA), UNICEF, and the World Bank, for their assistance and support.

# FINAL REPORT: HUMAN AND INSTITUTIONAL CAPACITY DEVELOPMENT (HICD) PERFORMANCE ASSESSMENT OF THE JORDANIAN EDUCATION SECTOR AND THE MOE

July 31, 2013

## **DISCLAIMER**

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

## **CONTRIBUTORS**

M. Novak, CPT, Team Leader; Joan Sullivan-Owomoyela; Nabila Abdel Masieh; Zeena Tabbaa Rawda Awamleh; Ayat Al Jafreh; Wafaa Haddad; Steven Kelly, CPT.

# CONTENTS

- List of Acronyms.....v**
- Executive Summary .....1**
  - Summary of Recommendations ..... 2
  - Key Area 1: Envisioning the ESWAP (Year 1)..... 2
  - Key Area 2: Framing the ESWAP (Years 1 and 2) ..... 3
  - Key Area 3: Operationalize the ESWAp (Year 3) ..... 3
  - Key Area 4: Strengthen Supportive Education Processes ..... 3
  - key area 5: Optional short-term technical assistance ..... 4
- Project Goals and Background .....5**
- Methodology .....7**
  - HICD Application for the Jordanian Education Sector and Ministry of Education..... 8
  - Key Elements of HICD..... 8
  - Application to the Jordanian Education Sector and MOE Assessment..... 9
- Ministry of Education Overview ..... 12**
  - The Conditions of the Levels of Governance..... 12
- Ministry of Education Key Management Processes..... 15**
  - Planning..... 17
  - Budgeting ..... 20
    - Expenditure Framework and Performance and Disbursement Plan of External Funded Projects/Programs..... 20
    - The Cycle of Budget Preparation ..... 23
  - Policy Development ..... 24
  - Monitoring and Evaluation ..... 25
- Ministry of Education Overview of Sub-Sectors..... 26**
  - Examinations ..... 26
  - Curriculum ..... 27
  - Special Education (Learning Difficulties) ..... 28
  - Kindergartens ..... 29
  - Technical—Vocational—Professional Education..... 30
  - Public-Private Partnerships ..... 31
- Ministry of Education Key Human and Institutional (HICD) Challenges ..... 34**
  - Violence Within Schools..... 34
  - Educators (Teachers, Supervisors, Administrators) Professional Development ..... 36
  - Performance Support to teacher Education Union ..... 38
- Key Findings ..... 39**
- Toward a Collaborative Performance Solution Plan..... 43**
- Overview of Performance Solutions Package (PSP)..... 44**
  - Integrated Performance Solutions ..... 44

Key Elements for Adopting an ESWAp.....	44
<b>Considerations for Performance Solutions Package (PSP) Implementation .....</b>	<b>48</b>
Implementing the Intervention Solutions.....	48
Notes on Pricing Considerations and Options .....	50
<b>Appendices.....</b>	<b>1</b>
Appendix A. Matrix of Performance Solutions Interventions (PSP).....	1
Appendix B. Suggested Timeline of Performance Solution Package Implementation .....	10
Appendix C. Illustrative Performance Indicators.....	15
Appendix D. Performance Gap Analysis.....	17
Appendix E. HICD Assessment Technical Approach.....	22
Appendix F. Assessment Contacts.....	27
Appendix G. National Exam Results .....	33
Appendix H. MOE Committee Structures.....	35

## **FIGURES AND TABLES**

Figure 1: USAID HICD Performance Assessment Model.....	7
Figure 2: Planning Process Map .....	19
Figure 3: Current and Capital Expenditures for the Years 2010-2014.....	20
Figure 4: Distribution of MOE 2012 Budget.....	22
Figure 5: MOE Performance Management System .....	39
Figure 6: Hierarchical Structure of the MOE.....	40
Figure 7: Jordan Education Sector Systemic Overview.....	41
Figure 8: MOE Development Tensions.....	42
Table 1: HICD Model Performance Tool Overview.....	8
Table 2: Analysis and Planning.....	16
Table 3: MOE 2012 Budget Distribution .....	21
Table 4: Annual MOE Budget Process.....	24
Table 5: Education System Examinations .....	26
Table 6: Kindergarten Development the Past Four Years.....	30

# LIST OF ACRONYMS

AD	Alternative Development
ADA	American with Disabilities Act
CDCS	Country Development Cooperation Strategy
CIDA	Canadian International Development Agency
CDM	Camp Dresser & McKee
COR	Country Officer Representative
CSR	Country Sector Report
DCU	Development Coordination Unit
dTS	Development & Training Services
DUNS	Data Universal Numbering System
EGMA	Early Grade Math Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ERfKE I/II	Education Reform for Knowledge Economy I/II
ESIP	Education Sector Investment Program
ESWAp	Education Sector-wide Approach
ETC	Education Training Center
EU	European Union
FD	Field Directorate
GOJ	Government of Jordan
HICD	Human and Institutional Capacity Development
HR	Human Resources
IT	Information Technology
JSP	Jordan School Construction and Rehabilitation Program
JEI	Jordan Education Initiative
JTU	Jordan Teacher's Union
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOF	Ministry of Finance
MOHE	Ministry of Higher Education
MOL	Ministry of Labor
MOPWH	Ministry of Public Works and Housing
MTEF	Medium Term Expenditure Framework
NAfKE	National Assessment for a Knowledge Economy
NCHRD	National Center for Human Resources Development
NESP	National Education Sector Plan
NGO	Non-Governmental Organization
PCP	Parent Child Packages
PISA	Programme for International Student Assessment
PPP	Public-Private Partnerships
PPWG	Policy and Planning Working Group
PSP	Performance Solutions Package

PSP	Performance Solutions Plan
QRTA	Queen Riana Teaching Academy
RFP	Request for Proposal
SAM	System for Award Management
SDDP	School and Directorate Development Programme
SDIP	School Directorate Improvement Programme
SIP	Sector Investment Programme
SOW	Scope-of-Work
SSME	School Snapshot of Management Effectiveness
STTA	Short Term Technical Assistance
TIMSS	Trends in International Mathematics and Science Study
TWG	Technical Working Groups
USAID	United States Agency for International Development
VEC	Vocational Education Center
VTC	Vocational Training Center

# EXECUTIVE SUMMARY

In Jordan, student achievement has been in decline over several years, creating a serious concern across the various Directorates of the Ministry of Education (MOE). To address this issue, **it is necessary to consider what is working and what can be improved based on an understanding of current performance gaps within and across the education structure.** By identifying and probing more deeply into these gaps, the MOE will be better prepared to address the root causes of the decreasing achievement results that are further exasperated by a fluid and challenging external environment.

**USAID's Human and Institutional Capacity Development (HICD) framework and approach was utilized to analyze performance** against the current situation, to identify performance gaps, and to conduct a cause analysis to move away from symptomatic explanations toward root causes. Identifying and addressing root causes within an integrated strategy enhances the capacity of an organization to more effectively redesign and/or revise approaches to address challenges and concerns, thus increasing the probability of improved efficiency. Addressing only pieces of the education system will not resolve performance issues.

As a result of this USAID-funded assessment, which was conducted between January and May 2013, it is generally agreed that there needs to be **a more comprehensive approach, which is impact and outcome-oriented. Using as a foundation the ongoing efforts within the education sector, actions** must be taken to address current gaps and challenges in order to work more efficiently and in a more integrated manner.

The approach proposed as a result of this assessment is an **Education Sector-Wide Approach (ESWAp) which builds upon the initial steps currently being taken by the MOE in this direction through the Sector Investment Programme (SIP).** Rethinking and implementing an ESWAp requires highly integrated and effectively functioning management processes and organizational architecture, emphasized in the guidelines and evaluations from the United Nations Education, Science and Culture Organization (UNESCO).

Framing and implementing an ESWAp is challenging. And, it is imperative that the approach be designed within the context of Jordan. **The vision and control are the responsibility of the sector-wide representatives,** and every activity must be aligned with the objectives and the management systems supporting the delivery of those objectives.

As evidenced by the findings within this report, even though advances toward a more integrated approach have been undertaken in the past, the MOE continues to struggle to break down the many silos separating units and departments. The Minister and executive team have done much to achieve results in this area, but **more can still be done to align overall goals with strategic objectives.**

The initiatives to improve the education sector are many, and the MOE has achieved a degree of success as evidenced in the mid-term Education Reform for Knowledge Economy (ERfKE) II program evaluation report. The MOE, in concert with partners in support of programmatic objectives outlined by the Ministry, is to be commended for their commitment toward improvement in this direction. Yet, one of the reoccurring themes resulting from the 100 interviews and meetings conducted by the assessment team, was a desire on the part of the MOE staff and their partners **to strengthen their ability to address the myriad of challenges facing them** within the MOE.

The specific recommendations provided in this report are **clustered within four areas to enable the MOE to continue to transition toward a more systemic model by moving away from a program-based**

**model.** The MOE itself, with re-direction and re-allocation of internal resources, can suitably implement a number of these recommendations. Others will require funding assistance, including assistance from international development partners.

**The recommendations included in this report do not add more programs.** Rather, there are several recommendations that are specifically related to key processes, which, if implemented as a whole, are expected to result in a more coherent, efficient, and effective workflow between and among the MOE directorates, the field directorates (FDs), and most importantly, the schools.

**To be successful, all decision makers must be part of the discussion.** In some cases, these discussions can be incorporated into the current planning and communication structures within the Ministry. There will be times, however, when an external consultant or advisor may better facilitate discussion among units and departments in order to free up all of the participants who can then more squarely focus on the preparation, design, and implementation of goals and objectives for improved management, communication, and ultimately, performance.

Approaches, activities, and mechanisms that ensure that processes are interlinked (for example, curricula revision and implementation with teacher continuing professional development and examinations), and that promote further integration with ongoing efforts in the education sector, is a key principle fueling the recommendations. **A performance improvement approach, coupled with a sector-wide approach that is driven by the overall national strategy, will assist the Government of Jordan (GOJ) in responding to its many immediate challenges** while working steadily toward the realization of its longer-term vision of providing all people with lifelong learning experiences relevant to their current and future needs.

## **SUMMARY OF RECOMMENDATIONS**

**The recommendations are further detailed into specific interventions that comprise a Performance Solutions Package (PSP) presented as Appendix A.** The analysis and findings leading to these recommendations are described in the initial sections of the report and a gap analysis table is included as Appendix D. The conclusions presented in the report are based on research collected from an extensive document review and the over 100 interviews conducted with respondents listed as Appendix F.

**The recommended interventions outlined in the PSP, are envisioned to be undertaken over a three-year period.** In Year 1, interventions are proposed to build a solid base, with a critical mass of staff to champion the process in the future years, as the Ministry continues to expand upon its efforts to create a sector-wide approach. Year 2 will be devoted to ensuring that all of the essential components of the ESWAP are fully put into place. And, in Year 3, the Ministry will continue to improve its efficiency across all units of the Ministry with corresponding improved performance in each unit and/or department.

The illustrative budget, submitted as a separate electronic excel file, includes pricing information for each intervention. **Illustrative pricing includes both an international and a local sample budget, so that the MOE, USAID and/or other potential donors and partners may more easily conduct a cost benefit analysis** when determining the types of expertise needed to implement the package of intervention.

### **KEY AREA I: ENVISIONING THE ESWAP (YEAR I)**

*Broad Results:* Move from a Sector Investment Programme to a Sector-Wide Approach.

*Interventions:*

- Senior management dialogue on how to contextualize ESWAp—mechanisms and processes—specific to the Kingdom of Jordan context.
- Facilitate “futuring” workshop to recalibrate role of education in social and economic development.

## **KEY AREA 2: FRAMING THE ESWAP (YEARS 1 AND 2)**

*Broad Results:* Put in place all components needed for ESWAp.

*Interventions:*

- Articulation of status quo, desired situation, and identification of gaps, including situational analysis and special refugee assessment.
- Align strategic directions and policy dialogue based on situational analysis.
- Design prioritized sector-wide education development plan.
- Develop a comprehensive Monitoring and Evaluation (M&E) framework to support monitoring and evaluating implementation.
- Link ESWAp performance and disbursement plans of external funded projects/programs— this may be part of the Medium-term Expenditure Framework (MTEF).
- Identify capacity constraints and plan to mitigate the constraints.
- Re-align roles and responsibilities for central and field directorate levels to ensure effective implementation and monitoring of ESWAp.
- Outline ESWAp processes outlined in memorandum of understanding (MOU) which includes: review meetings, roles of management committees, documentation required, vision of ESWAp and other relevant points.
- Conduct ESWAp periodic joint appraisal and review process.

## **KEY AREA 3: OPERATIONALIZE THE ESWAP (YEAR 3)**

*Broad Result:* Improve efficiency of education system; cluster line directorates into key processes; and add management level to perform vital responsibilities.

*Interventions:*

- Cluster line directorates into key processes. Conceptualize annual (integrated) program of work (workplan) which includes targets and budget lines.
- Effect change management as a supporting process to implementing the education strategic plan.

## **KEY AREA 4: STRENGTHEN SUPPORTIVE EDUCATION PROCESSES**

*Broad Results:* Weak areas in overall education sector are strengthened resulting in overall higher system performance.

*Interventions:*

- Improve managerial performance. Conduct job analysis to enhance and improve managerial performance (to lead to better results).

- Resolve hiring practices and regulations among civil service, MOE, FD, and schools.
- Heighten integration and access to expertise in university faculties; re-link educational system faculty partnerships within regions.
- Performance assessment and technical assistance support for the development of Jordan Teacher’s Union (JTU) management system.
- Study implications of feminization of the teaching cadre (increase the number of women teachers) in boys’ schools (grades 1-6) to reduce violence, where culturally and socially acceptable.
- Implement a Management Information System (MIS).
- Embed “knowledge management” approaches within MOE.
- Conduct a public information campaign to heighten awareness of opportunities and the value to the economy of vocational-technical education tracks/streams.

## **KEY AREA 5: OPTIONAL SHORT-TERM TECHNICAL ASSISTANCE**

### *Interventions:*

- Conduct a special project to develop, inform, and standardize pre-procurement protocols for contracting services and issuing project proposals by the MOE, to be based in the Legal Directorate.
- Put into place a Records Management and Knowledge Management process. Develop a database, storage, retrieval process, with easy-to-access entry into the system.
- Coordinate a series of roundtable discussions among elemental organizations within the education sector (all) and employer groups. As part of the re-professionalization efforts, the rationalization efforts, and the effectiveness of the education system to result in qualified graduates; present education as an interest and responsibility of all. Develop support and input from a wide sector of the community.

# PROJECT GOALS AND BACKGROUND

USAID/Jordan contracted Development and Training Services, Inc. (dTS) to conduct a Human and Institutional Capacity Development (HICD)-based assessment of Jordan’s Ministry of Education (MOE). The assessment provides an overview of the Jordan MOE within the broad framework as stated in the Education Reform for Knowledge Economy II Project (ERfKE II). It provides key information to USAID/Jordan as it develops and adapts its 2012-2017 Country Development Cooperation Strategy (CDCS) and provides a comprehensive picture of the Government of Jordan’s (GOJ) MOE that describes:

- Conditions of the education sector (early childhood through twelfth grade General Secondary Examination—Tawjihi);
- Operational demands and effectiveness of all levels of the Ministry and its sub-sectors;
- Key challenges and the policies, MOE structures, and donor programs working to address them; and
- Level of collaboration and advocacy that the Ministry demonstrates on behalf of the student population it serves.

**The objectives of the HICD assessment are the following:**

- Performance gaps in the education sector and MOE are determined during the performance assessment;
- Root causes of the gaps are identified and formulated as “findings” within a final report submitted to USAID and MOE;
- Solutions are proposed in terms of “recommendations” within the final report; and
- A package of recommended performance solutions, formulated as “interventions” meant to address root causes and close performance gaps, are designed to define potential actions for future phases.

The performance analysis results in this report include a set of intervention solutions to close performance gaps or mitigate them to the point of rendering them obsolete. These solutions, when implemented, will also equip the MOE with performance monitoring and management tools in order to ensure sustainable results. If implemented, many of the specific concerns will have been resolved due to higher level decisions and alignment.

The success of the applied interventions will be measured using performance monitoring indicators developed along with the recommendation package. These indicators provide the basis for ongoing monitoring of intervention activities and final evaluation of the results at the conclusion of the project.

While the education system has made significant strides in the area of access (increasing the enrollment rates for basic and secondary cycles), challenges remain in addressing the second key performance indicator of quality (increasing the national assessment scores aligned with knowledge economy skills) with the decline of overall learning achievement as evidenced both by examination scores and through discussions with Ministerial, FD and school educators. The GOJ, along with donors, is committed to continued investment in the sector.

In 2003, the GOJ embarked on a five-year \$500 million multi-donor education reform program known as ERfKE to strengthen and integrate critical thinking, problem-solving, workplace skills and e-learning approaches into Jordan's core education curricula.

Since 2003, USAID has committed over \$300 million to ERfKE I and ERfKE II to address components two through five of ERfKE's five components:

1. Component 1—Establishment of a National School-based Development System.
2. Component 2—Monitoring and Evaluation (M&E), and Organization Development: Developing the capacity of the external M&E body for ERfKE.
3. Component 3—Development of Teaching and Learning: Professional Development (in-service and induction) and Youth, Technology and Careers.
4. Component 4—Development of Special Focus Programs: Early Childhood Development.
5. Component 5—Improvement of Physical Learning Environment: New school construction and existing school expansions.

USAID is the largest single contributor to ERfKE with the World Bank, the European Union (EU), and the Canadian International Development Agency (CIDA) as the next largest contributors respectively. Collectively, the donor community and MOE leadership recognize that the MOE, as the largest single employer in the civil sector of the GOJ, faces myriad challenges related to its reform and to the capacity of employees along the hierarchical chain from schools to the central Ministry level. These challenges have been compounded in recent years by ministerial appointments that change every six to eight months.

USAID has a number of projects in its education portfolio that work together to address the issues in the four components of ERfKE II which USAID supports. These projects include: The Education Reform Support Program; The Community Mobilization for Partnership for Schools Project; The Jordan School Construction and Rehabilitation Program (JSP); The Learning Environment Technical Support Program; and the M&E Partnership Program.

In addition, USAID/Jordan conducted the Early Grade Reading Assessment (EGRA), Early Grade Math Assessment (EGMA) and School Snapshot of Management Effectiveness (SSME) in the spring of 2012 in order to establish a baseline of the skills of Jordan's second and third graders, to inform policy dialogue related to potential new literacy and numeracy initiatives, and more broadly to improve quality in primary schools. With little solid recent assessment data of students' literacy and math skills in the early years available, EGRA, EGMA and SSME add significant value to policy considerations related to ERfKE. The data gained and analysis of the EGRA, EGMA and SSME assessments directly support the MOE's interest in strengthening induction and in-service teacher training, and in finding potential gaps in the curriculum for the early years.

The Mission determined that an HICD-based education sector assessment is timely and important given USAID/Jordan's consideration of its CDCS, USAID's new Education Strategy, the increased focus on the use of host country systems through the implementation of USAID Forward, the establishment of USAID's HICD approach, and the existing challenges at the MOE particularly around accountability. Finally, Jordan is responding to several crises that tax financial and human resources, including an influx of refugees, regional violence, domestic (school and university-based) violence, shifting social mores, absorption and strengthening of the body politic, as well as issues surrounding energy and water inflows.

# METHODOLOGY

The project was conducted during the period January through May, 2013. The consultant team initially conducted a desk review of existing documents and developed an analysis approach of tasks as a basis for the on-site organization assessment process. The initial framework was supplied by USAID/Jordan’s education team as a series of questions relating to the performance in the education sector at the systemic, operational, and tactical (processes and tasks) levels. This was supplemented by other critical documents such as strategy documents, workplans and reports, and job and activity descriptions. The consultant team analyzed these materials and conducted a series of interviews with stakeholders within and external to the institution.

- The project followed the HICD methodology for performance assessment to execute the assessment research and analysis. The Executive Director of the MOE Development Coordination Unit (DCU) received ongoing briefings on progress. Critical strengths and potential performance blockages were identified and then reconfirmed during follow-up meetings, as necessary.
- To gain a ‘360 perspective’ on both the elements and processes that work, over 100 interviews were conducted. These were instrumental to identify and clarify performance gaps within and across the education system. Of these discussions, one-third was conducted with FDs and school staff. A complete list of respondents is detailed in Appendix F.
- The internal analysis of the MOE activities included identifying the ability of (or blockages preventing) the Principal-Teacher-Supervisor to deliver quality education. Key processes analysis was conducted on the budgeting, planning, policy development and monitoring and evaluation. In advance of these activities, according to the HICD model, the consulting team conducted peripheral stakeholder interviews in order to collect data from external donors and users to help inform the MOE assessment. Pertinent documents, outlining MOE regulations were also reviewed.

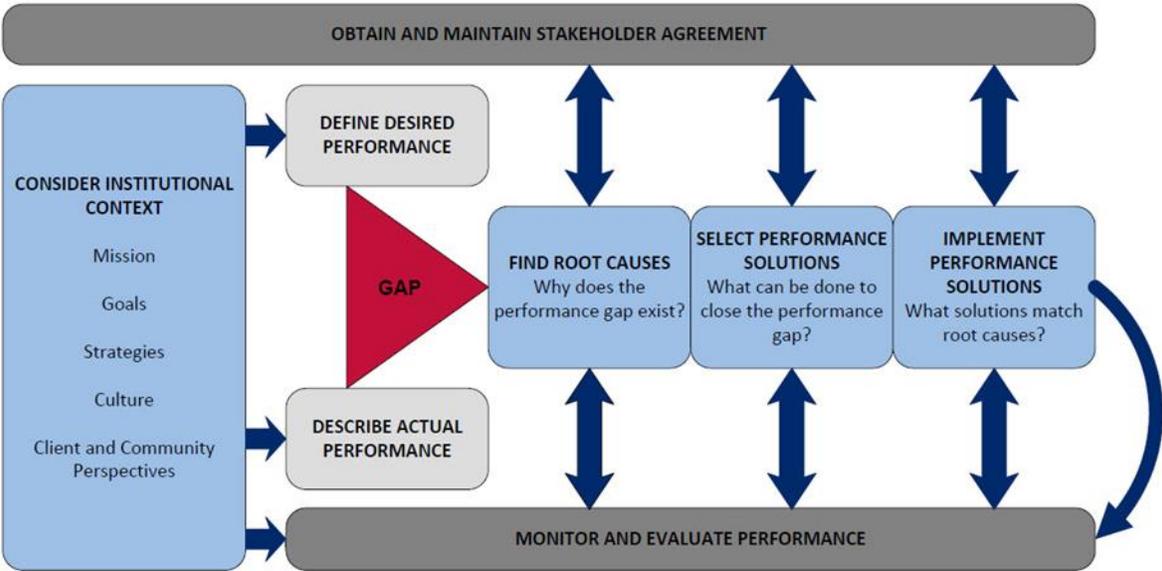


Figure 1: USAID HICD Performance Assessment Model

The HICD model relies on a critical behavior engineering performance tool that links organizational and individual performance. These six dimensions are critical elements if performance/results are to be achieved and sustained. The organizational level relates to defined processes, operating feedback loops, necessary resources and incentives to allow functional work units to achieve required performance. The individual level refers to the organization facilitating the staff member to perform. Each of these was considered vertically through the MOE chain and horizontally from related organizations that input into the MOE.

<b>Organizational Level</b>	Information	Resources and Tools	Incentives (and consequences)
<b>Individual Level</b>	Skills and Knowledge	Capacity (and assignment)	Motives (and engagement)

Table 1: HICD Model Performance Tool Overview

The end product of the assessment is this report, which outlines the findings and recommendations.

*The recommendations are further detailed as a Performance Solutions Package (PSP) with a detailed list of recommended interventions with tasks, indicators, roles and timelines in Appendices A-C. In addition, a detailed account of the MOE HICD Assessment Technical Approach, based on the USAID HICD Handbook, is included in Appendix E.*

## **HICD APPLICATION FOR THE JORDANIAN EDUCATION SECTOR AND MINISTRY OF EDUCATION**

The USAID Human and Institutional Capacity Development (HICD) initiative developed as a method to improve sustainability of organization performance (getting desired results), based on several decades of experience of implementing technical assistance and participant training activities in the field. The methodology is outlined in the HICD Handbook updated in August 2011 by the former EGAT Bureau (now E3). The method draws heavily on Human Performance Technology (HPT) for its theoretical and scientific basis. HPT is primarily a principles based performance approach, reinforced by standards promoted by the International Society for Performance Improvement (ISPI). Over the past 50 years a number of models have been elaborated to describe processes for assessment and analysis.

Likewise, a decade ago, ISPI instituted the Certified Performance Technologist (CPT) credential as a means to identify experts who have demonstrated the application of the principles and code of ethics. As an element of its strategy to implement HICD as an agency-wide requirement (Mandatory Reference to ADS Chapter 201, Feb 2009), requests for proposals for HICD efforts have expressed preference for CPT team leaders.

### **KEY ELEMENTS OF HICD**

The HICD Handbook identifies the general requirements for implementing the approach in the field and a selection of tools and templates. Three primary models form the basis of HICD implementation:

1. **The Seven-Step Process** defines a complete HICD process from partner identification to implementing solutions and monitoring change in performance. In almost all cases, the early steps (Steps 1-3) in this process are implemented by an USAID Prime Contractor with an established field office and ongoing liaison with partners (as well as other donors and active stakeholders). **The Prime Contractor also normally undertakes the finalization of the PSP with the stakeholders (a process that often takes 4-6 months)** and implements the approved elements of the PSP (Steps 5-7) to include progress monitoring.

2. **The HICD Model** takes the seven steps above and depicts them in a process flow of activity. It further details the elements of the HICD performance assessment phase (Step 4) to illustrate the requirements to consider institutional context, performance gap analysis, and the need to identify “root causes” in order to properly diagnose the issues. From this analysis come findings, recommendations and a defined set of solutions. This model is generally accepted and is a helpful tool; however, it is not a recipe for action. It is a guideline that must be adapted to the organizational dynamics and performance system dynamics (sector and context). The model is based on scientific (researched, multi-disciplinary) principles.
3. Updated Behavior Engineering Model - this matrix, originally devised by Tom Gilbert in his seminal work *Human Competence* (1978) is a means to understand and influence individual behavior for improving (jobs) performance. This matrix of 6 factors affecting performance (individual and environmental dimensions) **at the workgroup level** is a basis of conducting root cause analysis and prescribing interventions to improve job performance.

## **APPLICATION TO THE JORDANIAN EDUCATION SECTOR AND MOE ASSESSMENT**

- A. The scope of the assessment was extremely wide including initially a complete Public Finance Management (PFM) component as well. Even with the elimination of the PFM, the combining of a sector assessment with an institution assessment is quite difficult, especially with the additional interest to evaluate the ERfKE initiative included. Given this immense scope and a systemic approach using root cause analysis, the team primarily identified the focus on the sector assessment (highest level) and assessed several key processes within the Ministry (although the sector review also included MOE involvement in most areas).
- B. The HICD Handbook **criteria stipulate that any institution identified for HICD support should “be committed and able to change, with stable leadership”** (p. 11 text box). In the case of the MOE this was clearly not the case given numerous changes in the Minister leading up to the assessment and the lack of a new approved Minister until the last weeks of the assessment. Thus, the key leader to both sponsor and guide the team was not in place. The contextual situation was critically challenging at this time, as well. Both internal violence and regional conflict with concomitant demands on Jordan regarding care and protection of refugees) faced the Government and Minister. Therefore the team worked with a variety of middle managers, each with conflicting biases, but there was not clear authority. In individual and functional team meetings, however, there was nearly unanimous recognition that the status quo had to change in both substantive (content) and process (work delivery) ways.
- C. Steps 1 – 3 of the HICD process were coordinated by the Mission Education Office, rather than the usual Prime Contractor office. Although Education is a priority, the issue of leadership and “championing” performance improvement could not be taken on, pending governmental decisions. This resulted in a lack of formation of a stakeholders group prior to the assessment team start-up. It was strongly recommended by the team, both in the assessment – and in the recommendations – that there be increased delegation and decision-making authority at the technical level (one level of management below political appointees). These managers were open, forthcoming, interested in

expressing their opinions. Although a memorandum of understanding was signed between USAID and MOE defining the parameters of the HICD effort, due to the change of government – and Ministerial appointment, the internal and external challenges to security, and other priority issues; it was determined that debate and discussion on the causes, consequences, and approaches should be handled with individual meetings. It would be appropriate to revitalize a strategy to meet the vision *after* resolution of the aforementioned issues. As well, this would give the newly appointed Minister and his team time to discuss and decide on the next period of actions and decisions toward the agreed vision. Once on the ground, the HICD team identified key stakeholders informally and conducted ongoing feedback meetings with them. But, given the lack of an in-country HICD Prime Contractor, the normal cycle would have had to be managed by the USAID office or one of its project coordinators.

- D. A discussion held early in the process, to bring in STTA to support the mechanism that the Ministry was pursuing in terms of planning its efforts, especially regarding rationalization, de-concentration, curriculum review, and professional certification (not address policy or content; rather assistance with performance-based mechanisms on operational planning, change management, and design of projects to implement the planned objectives) was suggested. The challenge to coordinate design, implementation, and change is often best-served with a dedicated team. This was not pursued.
- E. Given the situation on the ground when the team arrived, they moved forward to create a work plan, develop protocols for research, and identified target audiences with a special emphasis on contacting diverse populations at the school and district office levels. As HICD is premised on improving performance, the team included both HICD expertise as well as international/local education specialists. Prior to the field assessment, interviews were held with identified external and peripheral stakeholders (related Ministries, donors, etc) to understand the situation context of the sector including the parameters of the ERfKE initiative. Despite a change of the assessment team leadership, the data collection was completed as scheduled and cause analysis completed.
- F. During the performance gap and root cause analysis a number of problem areas were identified with corresponding solution interventions. As the analysis continued, it became apparent that the key root cause of many of these issues was the lack of a sector-wide approach to improving education involving all relevant organizations to have any systemic effect on overall performance. This has been demonstrated to work in other Middle Eastern countries and incorporated a number of the smaller recommendations that would be non-productive to implement separately without a new sector-wide approach involving all the players. At the same time, a number of parallel smaller interventions were identified to address findings that could be address immediately.
- G. While the Behavior Engineering Model was used as a reference during the analysis, the high level nature of the sector assessment, along with directorate level focus within the MOE, made the use of the BEM directly less applicable due to the fact that focus was not placed on individual jobs within functional departments. At the same time, the six (6) performance factors were used on a broader level (especially the 3 environmental factors) for the analysis of issues of goals and strategy, feedback mechanisms, staff incentives, and use of resources to determine the make-up of the Performance Solution Package.

H. In the case of all HICD assessments, the PSP provided with the final report is by nature a draft document. This is then negotiated by the HICD Prime Contractor to determine a finalized realistic set of solutions. This process, based on experience in Georgia, Rwanda, and Macedonia, often takes 4-6 months from the completion of the assessment. The HICD Prime most often has an implementation budget available and works closely with the Mission to allocate funds to support critical PSP interventions according to a sequence and timetable agreed with the partner (using the mechanism of the stakeholder group and additional MOUs).

# MINISTRY OF EDUCATION

## OVERVIEW

### THE CONDITIONS OF THE LEVELS OF GOVERNANCE

For more than a decade, decentralization has been part of the government agenda for the Hashemite Kingdom of Jordan. Royal directives, national policy documents and key MOE documents, including the National Education Strategy (2006), Ministry of Education Strategic Plan (2010-2014) and ERfKE II plan, articulate this concept.

The main reasons cited for the continued momentum toward decentralization are generally efficiency, democratic values and increased national spending on public education (Ginsburg and Megahead). Decentralization is an extended process, involving changes in the education structure at the Ministry, FD and school levels, functions and linkages (within and outside the education sector). Decentralization<sup>1</sup> is not a prescriptive process. Reforms to improve education quality must be grounded in the specific country context with sufficient attention paid to the strategies needed for successful implementation (De Gauwe, 2005).<sup>2</sup> In both the National Education Strategy and MOE Strategic Plan 2010-2014, the primary focus of the education system is “the school.” The emphasis is delegation, devolution and “decentralize[d] decision-making in order to ensure transparency and closeness to those affected by decisions.” The National Education Strategy states, “The school is the pivotal organizational element in the educational system and an increased level of decision-making authority will be devolved to the school level with increased support for the principalship” (p.6).

According to the National Education Strategic Plan, the desired status of the management of the education system is greater delegation of authorities and enhanced decision-making mechanisms. “The governance, leadership, and management of the future educational system will be significantly different from that of the current system. Decision-making will be devolved to more appropriate levels to enhance performance and quality of the system.”

### GROWING PARTNERSHIP BETWEEN COMMUNITIES AND THE EDUCATION SYSTEM

Increasingly schools and FDs are reaching out and valuing the involvement of the local community and parents in a variety of ways, which include both quality (support with extra-curricular classes in literacy) to access (provision of manual labor to maintain and repair school buildings) foci.

In the Ramtha FD, a coalition of parents, principals and staff coauthored a letter to the MOE outlining ways in which quality education could be better achieved with suggestions ranging from consideration of new regulations for school locations to reorganizing the Tawjihi, and developing educational materials.

Increasingly, with community participation in the process, more information is being shared which translates into community empowerment. A FD Managing Director summed it up: “Now that the community is included in the education environment they feel ownership over it. The community is a partner in making education decisions and protecting the decisions made to make certain they are carried out.”

<sup>1</sup> Ginsburg, Mark and Nagwa Megahead. (2010). *Reforming Educational Governance and Management in Egypt: National and International Actors and Dynamics*. Education Policy Analysis Archive. Volume 18 Number 5, March 1.

<sup>2</sup> De Grauwe, A., Lugas, C., Baldé, D., Diakhaté, C., Dougnon, D., Moustapha, M. and Odushina, D. (2005). “Does Decentralization lead to school improvement? Finding and lessons from research in West-Africa.” *Journal of Education for International Development*.

While attempts are being made in this direction, the governance structure is primarily a de-concentration of certain administrative functions with limited authority provided to FD and school staff. An area which demonstrates increased results is the revitalization of a partnership between communities and the education system. There has been recent success with communities providing support in a variety of ways which focus on improving the quality of learning in school, e.g., extra-curricular literacy and numeracy classes to boost students' learning as well as the physical environment, school maintenance and minor rehabilitation.

Targeted activities focus on: 1) strengthening community-school relationships, and 2) building capacity in participatory planning, budgeting and monitoring based on the identification of issues in the immediate environment. Therefore, the school community and FDs increasingly understand and recognize their roles and responsibilities in the education sphere. Interviews with the MOE, FD and school-level staff revealed two distinct tensions, which influence educational development:

- 1) Top-down/centralized approach for planning and budgeting, with an increasing number of ad hoc and add-on programs. This is much more complex when coupled with the growing demands of a diversifying client base—increasing and diverse student population, more school configurations, and the challenge of educating the influx of refugee children; and
- 2) The need for “on the spot” problem solving, responsiveness, a stronger focus of the FD and most importantly, school staff who have direct contact with the students.

The education system is at a critical juncture. The MOE is increasingly aware of the need to liberalize the education system, as noted by a development partner: “The demand-driven push from the bottom is requiring the MOE to understand it needs to be responsive to schools.” However, increased liberalization (decentralization) of the education system must contend with several critical challenges:

**Rationalization.** The Directorate of Educational Planning and Research staff indicated that the political environment contributes to uneven school placement and creation. Currently, approximately 11 percent of the student population resides in 43 percent of the schools, while 89 percent of the student population is in 57 percent of the schools. Random distribution of schools, and students within schools, has led to a total surplus of about 19,000 teachers, and a surplus of approximately 1,000 administrators, according to the MOE.<sup>3</sup> A prime consideration of the new strategic plan (2014-2019) in development is the need to rationalize school development, as noted by the former Minister of Education (January 2013). School rationalization also links to the re-deployment of a teaching force (as detailed in teacher professional development narrative, page 36).

Recently, the Wadi Seir FD was created. Both MOE and FD staff cited the creation of another FD as inefficient and indicated the community pushed hard for the creation of the FD as an economic driver for the immediate locale, e.g., creation of more jobs and professional opportunities.

Although rationalization is driven by a need for cost-efficiency, there are the competing requirements to respond to population growth as well as maintain responsiveness to community requests. These must be factored into the decision-making and public information processes, as the shift in momentum moves from opening to closing schools. Another dimension of community responsiveness is the issue of transportation, with a special focus on children living in more remote areas. It is not only an initial outlay of expense that must be resolved; but the public acceptance will need to be cultivated. Although there will be a

<sup>3</sup> Information taken from presentation (General framework of education reform plan and development) made by the Minister of Education, Dr. Wajih Owai, January 20, 2013.

resistance to change, there are multiple educational, financial, and societal issues that support this MOE priority. This rationale will require clear communication and engagement with the communities affected. Gaining the support of the local education staff will be based on the explanations and arguments in favor of school size, cost benefit, and the ability to deliver an improved quality of education.

The managing of this step will best be served by involving a variety of functions and levels, and most especially use the three-part integration of any large-scale change: technologies/economies, processes, and the people.

**Use of evidence-based data.** Several directorates and education organs indicated the need for an evidence-based approach to planning, budgeting and policy development. As detailed in the policy narrative (page 24), policy formulation does not always follow an evidence-based approach. The Managing Director of the Educational Planning and Research Directorate has a strong desire for the next strategic plan (2014-2019) to have a broader participation base and is focused on bringing together the various levels (Ministry, FD and school) in the development of the strategy to ensure all levels have a voice in the process.

**Supply-driven vis-à-vis demand-driven.** The basis for ERfKE II is to move from a supply-driven to a demand-driven education system with the school identifying critical inputs needed, (e.g., type of teacher training required) to ensure achievement of learning outcomes. Teacher recruitment and deployment is related to this issue. The ERfKE II Aide Memoire (November 2012) cites the need for the MOE to “finalize the preparatory work required to take up the responsibility of selecting and recruiting new teachers.” Hiring and redeployment of a surplus teaching force needs to be balanced with areas, such as special education where currently 100 of the existing 826 Resource Centers in schools are not functioning due to lack of teaching staff.

# MINISTRY OF EDUCATION

## KEY MANAGEMENT PROCESSES

Every education system must plan and act in the face of externally imposed conditions. Often, even more significant in the effort to improve performance, are the organizational systems and the organizational culture. The organizational systems are the architecture—both formal and informal—which are at the base of all of the functions. Organizational culture is commonly defined as “the way we do things here” and includes formal regulations as well as informal allowances and standards. Both evolve over time and are pervasive. Change of leadership affects this, which has been one of the key challenges in Jordan.

A strategy by definition is a change from an approach that has not yielded the results required to a new course of action. Regularly, every organization needs to conduct a “spring cleaning” of redundant or ineffective requirements and tasks. When there are new demands on the government and education system, it is even more critical to reconsider what changes are needed so that the organizational culture is adjusted to support new approaches, policies, processes, and tasks. An organization achieves a high degree of “alignment” when each person, task, process, and management policy is focused on the same mission and objectives.

The Education Sector broadly, and the MOE specifically, operates as an Education Sector Investment Program (ESIP). This is a collection of separate, sometimes ad hoc, add-on activities, at both the sector and organizational level. Each unit focuses on its own work. Part of the explanation for this is a lack of connectedness between the various departmental silos, creating a need to revise, link, and manage with more emphasis on an integrated approach.

The findings of this analysis identified challenges where changes are needed in order to improve overall performance, including:

- Skill levels must be enhanced, with attention to the role and job expectations of a manager.
- Processes must be reconsidered by cross-functional teams (representatives of those staff functions and departments that must deliver the result) and be interlinked.
- Information must be used as a tool, transferring useful information to the right people at the right time, in the right format, so that the right next step can be realized.
- Delegation and trust must be fostered between and among each unit at each level so the organization becomes more effective in utilizing its capacity.
- The profession of education demands changes so that staff at all levels is acknowledged, with an increased focus on the “client contact” positions of principal, teacher, and supervisor. Emphasis must be redirected from the top of the hierarchy of organizations to a stronger focus on the results and the people who deliver them.

A perspective based on principles of performance management to conceptualize and resolve performance gaps is required. This must replace the current planning practices rooted in individual and separated departments which are burdened by the hierarchy and structure of the educational organizations. Instead, analysis and planning should start with results desired. Based on result definition, management should work

back through an organization’s architecture to build the strongest network to deliver intended results, looking and working at the different levels of impact:

<b>Impact</b>	<i>Societal</i>	Economic and social development
<b>Outcome or Result</b>	<i>Strategic</i>	Value or worth to the users of organizational output: Students, employers, post-secondary education
<b>Output</b>	<i>Operational or Implementation</i>	Product or service delivered
<b>Processes and Tasks</b>	<i>Tactical</i>	Means used to achieve result
<b>Inputs</b>	<i>Logistical</i>	Resources to provide services

Table 2: Analysis and Planning

When these elements are aligned and planned from the top down, decisions are necessarily made in reference to the results to be achieved; each function and person is working in an integrated manner to contribute their sub-deliverables to the organizational objectives. Over the course of the interviews, the following comments were made regarding the planning process. These descriptors are seen almost universally as necessary, and do not describe how things are currently done:

- Consider the entire education system, not individual elements, to accomplish the needed gains.
- Focus on outcomes (strategic objectives) first, and then design the processes and tasks to achieve them.
- Drive this process through the technical staff, not the executives or political oversight.
- The job of the executive team (guided by the political vision) is to envision, confirm, support, allocate resources, solve problems and mitigate risks.
- Be consistent and committed over the required decades (long timeframe) to realize the vision.

Include and integrate scenario and contingency planning:

- Scenario planning outlines alternate developments that will affect the scope, timeline, costs and priorities; whereas,
- Contingency planning prepares for shifting or cutting back priorities, usually based on limitations in funding or emerging challenges.
- Acknowledge and resolve assumptions of stakeholders, staff involved, suppliers, clients and users of the educational output around scope, timelines, costs, priorities, expectations, and scenarios.
- Address internal and external limitations: do not create a small group of well-resourced and outfitted schools when the majority of the infrastructure needs to be upgraded.

## PLANNING

The National Education Strategic Plan (2010-2014) cites delegation, devolution and decentralization of decision making as key governance strategies to ensure transparency and closeness to those affected by impacts of decisions. This is actualized through the application of these principles at the FD level including the participation of the community and others concerned with education.

**ERfKE Component 1 focuses on the establishment of a National School-based Development System.** At the school level, there are two pathways to creating a school plan: 1) a participatory, data-driven results-based planning process (the School and Directorate Development Programme [SDDP]), which is currently operating in 23 of the FDs, and 2) traditional method of school planning which has been based mainly on information collected from the teaching staff with plan development by the principal, sometimes with assistance from a select group of school staff.

**SDDP school development planning.** The school forms a School Development Team which conducts a self-directed needs assessment with education staff and the school community. Both the school and community review the information gathered and select aspects for deeper exploration. The School Development Team selects priorities and creates a School Improvement Plan (SIP) which is reviewed and endorsed by the school staff and submitted to the FD and local community. The results-based SIP is a two-to three-year plan supplemented by an annual action plan. CIDA provides budgetary support to implement the SIPs in the form of school block grants of JD 1,500 over a two-year period. The focus of the grants is on the professional development of teachers, excluding infrastructure development.

FDs and schools participating in the program cite increased ownership of the immediate learning environment as a key outcome. Principals commonly use the plans as a basis to solicit assistance from the local community and parents.

Decision making should be focused on selecting the best alternatives in support of the strategic objective that the action addresses. Making decisions with too narrow a perspective is fraught with risk. Wise decision making is not intuitive; in fact, decision-making skills must be cultivated especially in complex situations. The emerging discipline of complexity theory addresses how to improve this function in the fast paced and dynamic knowledge economy, as well as other areas where judgment is required. Programmatic decisions are improved when based on evidence, with a view to the overall result—not the result of one function or person.

**Traditional school planning.** Schools not yet introduced to the results-based planning process follow a more ad hoc approach with teachers typically developing memos on needs of the schools that are given to the school principal and merged into a school plan.

**SDDP FD development planning.** The FD Development plan is based on school data, collected during the school development planning process. The focus is on identifying common strengths and weaknesses among schools and directorate's capacity to address schools' needs. The FD receives a block grant of JD 17,500 for a two-year period to support schools in developing and implementing SIPs. The MOE policy framework supports bottom-up participatory planning. "By 2015 FD operations organized and managed based on a locally produced 3-year and annually-updated District Education Development Plan, developed in conjunction with broad community, school and district participation. The plan includes initiatives that address operational improvements in the FD and its schools as well as sector and sub-sector development at

the school and district levels.”<sup>4</sup> FD and school staff noted the enthusiasm generated by the participatory planning process and the increased level of ownership by parents and community members. One of the critical challenges facing school and field data collection is where data collected from the decentralized levels should be located at the Ministry.

The multiplicity of databases and ambiguity surrounding the roles and responsibilities of these databases at the central level creates challenges for the migration of FD data to the MOE. For the past two years, CIDA has worked with the Ministry to identify where the comprehensive data from school and FD assessments used to create school and FD plans should be housed at the central level. This type of data complements a bottom-up approach to planning and thus, is best suited to the Directorate of Educational Planning and Research. However, date, the MOE has been unable to identify where this data should be placed. The data may be housed in the Education Training Center (ETC) database, the historical home of CIDA’s activities.

---

<sup>4</sup> Information taken from draft MOE Policy Framework.

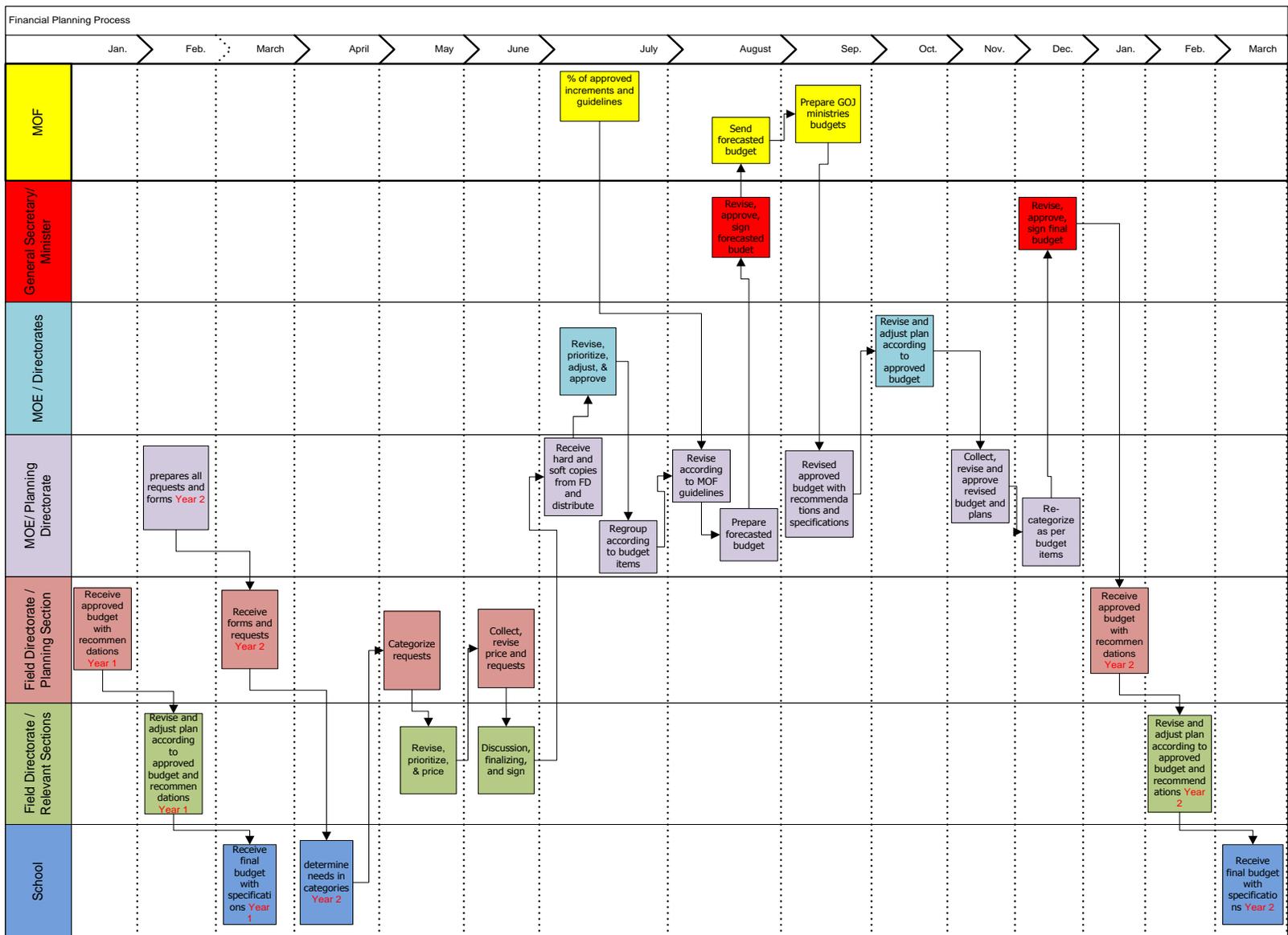


Figure 2: Planning Process Map

## BUDGETING

### EXPENDITURE FRAMEWORK AND PERFORMANCE AND DISBURSEMENT PLAN OF EXTERNAL FUNDED PROJECTS/PROGRAMS

The 2013 MOE budget process has adopted the set of public finance reforms first initiated by the GOJ from the 2008-2010 periods. This includes planning within the parameters of the Medium Term Expenditure Framework (MTEF) and a movement toward results-oriented budgeting. The MTEF process aims to improve strategic planning in the budget process through the bottom-up costing of current and medium-term national priorities. In the MOE, the Directorate of Planning and Research has worked with the relevant central program directorates and FDs to map out ministerial activities per budget program. The activity plans are based on an agreed set of objectives derived from the national agenda and each plan ties the education objectives and indicators to key activities and targets.

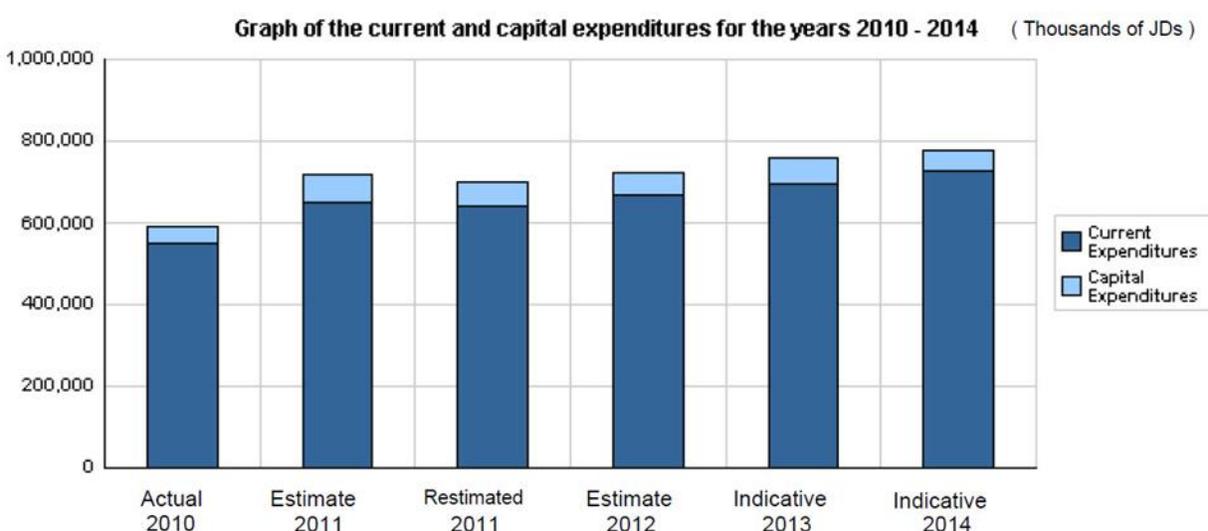


Figure 3: Current and Capital Expenditures for the Years 2010-2014

A continuing challenge for the MOE has been fully aligning strategic objectives from the ministerial MTEF development with the annual budget formation process. Given that the ministry is still in the early stages of using results-oriented budgeting, gaps in the system are to be expected.

The application of the MTEF within the MOE, including implementation of both the early ERfKE I and ongoing ERfKE II, has strengthened the strategic planning processes in the MOE. The ERfKE II, introduced in 2010, has identified five key policy areas, within which activities have been assigned, budgeted and implemented within MOE. The 2013 budget document is still being finalized at the time of this assessment, so the 2012 budget document is the most recent information. The total budget for all educational activities in Jordan was estimated at JD 821,996,750 which was approximately 12 percent of overall government spending. The MOE budget is 87.8 percent of this total (JD 722,081,500) or 10.5 percent of the 2012 GOJ budget. It had been anticipated that the overall MOE budget would increase into 2014, however, only a temporary 2013 budget was approved at the time of this assessment which was not available for review.

The 2012 budget document formally aligns expenditures with contributions to achieve national objectives. It includes seven strategic objectives with 15 associated key indicators that include baselines and targets projected out to 2014 (see Appendix C). These performance indicators are further distributed among the eight key programs by which the MOE's budget has been classified since 2006:

- Administration and support services;
- Vocational learning;
- Social, sport, and educational activities;
- Special education;
- Kindergarten education (early childhood development);
- Basic education;
- Secondary education; and
- Eradication of illiteracy and adult education.

In accordance with the annual budget law, current expenditures are presented in a line-item format within the eight programs, while capital expenditures are presented in a line-item format, within projects, contained within the main programs. As the trend in previous years, basic education is just over 75 percent of the total budget, followed next by secondary education (11.8 percent). At JD 53,252,500, the capital expenditures budget is 7.3 percent of the overall education allocation. Of total capital expenditures, construction is 36.3 percent, while equipment and furnishings is 8.2 percent.

### Budget of Chapter 2501 - Ministry of Education For the Year 2012 Distributed According to Program

( InJDs )

Prog.	Description	Current Expenditures	Capital Expenditure	Total Expenditure
4401	Administration and Support Services	52,230,300	3,459,700	55,690,000
4405	Vocational Education	20,876,600	1,348,800	22,225,400
4410	Social, Sport and Educational Activities	1,478,250	1,775,000	3,253,250
4415	Special Education	2,906,250	869,000	3,775,250
4420	Kindergarten Education	2,459,000	2,255,000	4,714,000
4425	Basic Education	511,644,500	34,955,000	546,599,500
4430	Secondary Education	76,661,100	8,575,000	85,236,100
4435	Eradication of Illiteracy and Elderly Education	573,000	15,000	588,000
Total		668,829,000	53,252,500	722,081,500

Table 3: MOE 2012 Budget Distribution

The major categories of expense (within the current budget at JD 609,428,000) are the combined staff salaries, allowances and social insurance items accounting for 91.1 percent of the overall expense. Given the current size of the workforce, this expense category limits greatly the funding available for education support. This is especially true given rising utility costs.

**Budget prioritization and decision making.** The budget preparation process allows for decentralized inputs through a series of consolidations of priorities and spending levels among schools, FDs and the

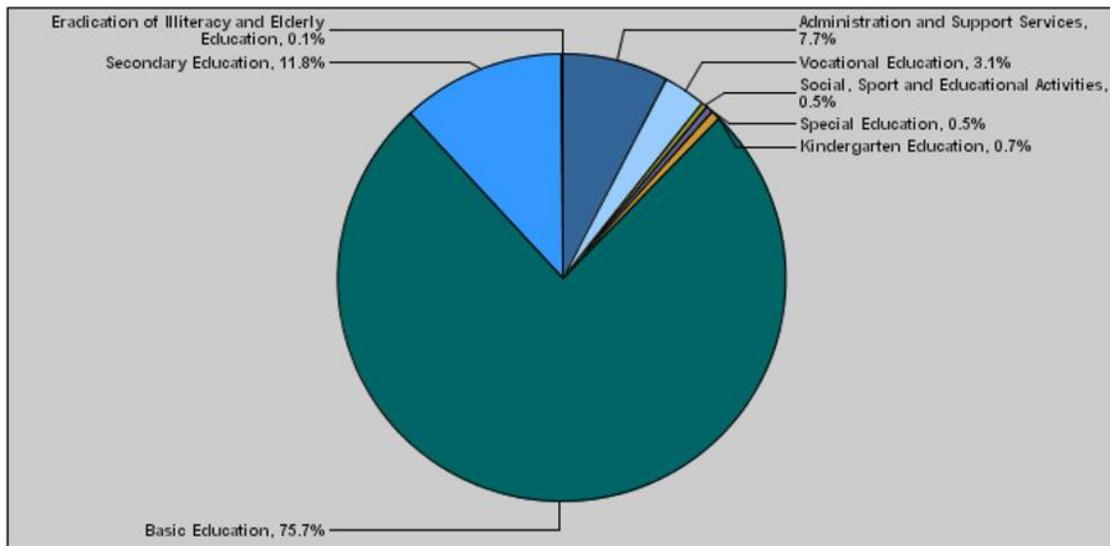


Figure 4: Distribution of MOE 2012 Budget

centralized organizational units in the MOE. This would allow for a more efficient and geographically appropriate allocation of resources. However, comments from the district officers, confirmed by Financial Planning, indicate that these feedback loops are lacking after the initial submission of budget estimates from the schools and directorates. The Financial Planning office generally directs budget units to consider a maximum 3-4 percent increase in current account spending from year to year. Schools prepare forecasts without financial costs included. They also request capital improvements required. The FD administrators apply costs to these requests using pricing checklists. Each FD department has its own budget and does not develop a unified budget. In addition, the directorates make decisions on priorities and levels of funding to send to the Financial Planning department when reviewing all the school requests.

Thus, in the ongoing stages of the budget finalization, to reach realistic budget targets within the scheduled timelines, district offices reprioritize activities on behalf of schools, central program directorates reprioritize activities on behalf of district offices, and the Directorate of Planning and Research may adjust activities on behalf of the central program directorates. Even though there are initial inputs from the lower levels, there is a clear movement of decision making to the central level. School principals and directorate administrators generally state that, after the initial forecast requests, they have no formal communication about the budget results regarding levels of funding and changes of priorities until they receive the approved budget the next year.

Given the significant size of personnel expenditure in the current budget (91 percent of expenditure was spent on personnel related items in 2012), the scope for implementing non-personnel quality initiatives largely lies within the capital budget. Difficulties in budget execution can undermine the MOE's ability to implement such projects effectively. This can be caused partly due to time constraints experienced because of the annual budget cycle process which, when combined with the lump-sum nature of capital expenditure, may create large differences between budget appropriations and expenditure.

Currently the government budget is approved up to three months after the start of the financial year. This significantly delays ministerial tendering procedures and hence affects the MOE's ability to utilize all budget appropriations in the specific budget year.

**Expenditure authority.** The MOE as an institution receives a monthly payment ceiling from the Ministry of Finance (MOF), and each month it submits monthly expenditure reports to the MOF. Financial decision making is largely centralized as the large majority of expenditure, such as salaries, and has to be authorized and executed centrally. Directors of districts can then spend up to determined limits through a purchasing committee without the direct authorization of the central management. Once the MOE budget is approved, district offices receive their allocations per program.

The MOF has identified three education spending priorities: 1) chalk; 2) furniture; and 3) books. However, for the past two years, the MOF has not allowed furniture purchases across all ministries, including the purchase of student desks. An agreement with the vocational-technical system has been made to repair furniture and when possible, fabricate. This falls short of meeting school needs. To accommodate reduced funding for textbooks, students are loaned textbooks.

GOJ law specifies that all salaries and utilities are the first priority for payment. Rising costs in utilities and transportation costs have adversely affected the budget. In 2011, JD 2.3 million was budgeted for utilities, however, JD 7 million was spent. In 2012, JD 3 million was budgeted and JD 5 million was spent. To accommodate these budget gaps, funds are taken from the already limited funding allocated to curriculum support, textbooks or maintenance.

All MOE central, FD and school levels have bank accounts. The FD and school bank accounts have limited funds based on local revenue that is raised through book or canteen sales. No money is deposited from the MOE to FD accounts, and the FD does not give money to schools. All bills are paid directly from MOE central finance.

The FDs spend the funds along specified expenditure lines, regulated by MOE. When the directorate wishes to make expenditure, it follows a procedure through the FD Committee of Purchasing. The purchasing committee is able to purchase items within the transactional authority limits. School financial transaction limits are very low for principals. If the procurement exceeds the transactional authority limit, the request is sent to the MOE to arrange for the tender and procurement. All invoices are reviewed by the FD finance department and then forwarded to the MOE for payment.

Each school collects schools fees placed in a school bank account for direct local needs. The FD monitors the account transactions and makes agreements with each school concerning signatory roles. Funds deposited into school bank accounts vary to include charity funds, school fees, and canteen profits. FDs have authority to move money from one school bank account to another for support, which happens more frequently in high poverty areas.

Donations to the school through fundraising are allowed. The school notifies the directorate of receipt of the funds and approval to put into the bank account. Approvals are required through the MOE to the MOF Education Desk, an often lengthy process, to verify the source of the funds.

Generally, the centralized process does not create considerable delays in procurement, although a few problems with central tenders and the recruitment of some specialized teachers were mentioned.

## **THE CYCLE OF BUDGET PREPARATION**

The Head of Financial Planning within the Directorate of Planning and Research acts as the coordinator of the annual budget process and budget estimates are developed in consultation with the central program directorates and the district offices.

The table below outlines the major steps in the budget preparation process for the 2014 budget, as described by discussions with the Planning Directorate and visits to administrators in FD offices. The dates are indicative of the process flow.

Step		Date
1	MOE receives notification from the MOF to start preparing the ministerial budget submission.	March
2	Financial Planning requests district offices to submit budget estimates based on the line-item program formats circulated to districts.	March
3	FDs request schools to submit budget estimates for the relevant line-items based on template formats.	April
4	FDs receive the submissions from schools. Activities are prioritized by program officials at the district office.	April-May
5	FDs submit budget forecasts to Financial Planning.	May
6	Directorate of Planning and Research distributes relevant program budgets to central program directorates to advise changes and add central office budget estimates. FDs may be consulted regarding the prioritization of any activities they proposed. Changes and comments are sent back to the Directorate of Planning and Research.	June-July
7	In consultation with ministerial management, the Directorate of Planning and Research undertakes a final set of changes and submits the ministerial budget estimates to the MOF.	July
8	After the MOF has allocated final budget ceilings, there will be an additional round of MOE activity prioritization and changes to budget amounts.	August-December
9	Final budget is submitted to the MOF.	December
10	Budgets are approved and implemented within the MOE.	March

Table 4: Annual MOE Budget Process

## POLICY DEVELOPMENT

Policies are typically developed at the MOE Directorate level in response to an identified need or through project implemented activities. For example, the School and Directorate Improvement Programme (SIDP) created the Policy and Planning Working Group (PPWG) as a “cross directorate team that comes together to work with the SDIP policy and planning international consultant and local specialists. They [PPWG] conducted a policy review for the ministry’s policy framework to assess Ministry policies that would affect the sustainability of SDDP [School Directorate Development Programme].”<sup>5</sup>

Once developed, policies are forwarded to the MOE Planning Committee, composed of the MOE Managing Directorates, for review and consent. Upon approval, policies are forwarded to the Board of Education, which is made up of 18 representatives from a variety of ministries (e.g., Culture, Tourism), MOE Directorates, vocational training institutions, universities, and the private sector, in addition to the Minister of Education. Final approval is dependent upon agreement by the Minister of Education.

In late 2011, the Directorate of Educational Planning and Research was renamed to include the research component in order to advance a research agenda, an essential part of the planning and policy development process. The ministerial level is in the nascent stage of systematic application of technical soundness to policy

<sup>5</sup> Personal communication from Joan Donaldson, Field Manager, SIDP Field Office, Amman. April 2, 2013.

development. A critical pressure point in the development and approval of policy is the use of evidence-based data. As noted by several MOE staff, although a policy may be technically sound and needed, it can be rejected based on personal opinion.

## **MONITORING AND EVALUATION**

In response to the Kingdom of Jordan's focus on improving monitoring and evaluation, the Directorate of Educational Planning and Research developed the Education Management Information System (EMIS) Unit during the 2006-2007 scholastic years to provide statistical data for the educational sector and to promote evidence-based decision making. Monitoring and evaluation is viewed as an important function in ERfKE II, and there are multiple training efforts for ministerial, FD and school staff on the collection, management and use of data. However, according to the Managing Director of the Directorate of Educational Planning and Research, a key omission in the training at all levels is the lack of training on indicator definitions. Indicator standardization and consistency in measurement is the basis for reliable evidence-based data.

The lack of standardized definition and measurement impacts key indicators, such as school dropout vis-à-vis school absence. In interviews with FDs and schools, it was noted there is no consistent definition for school absence<sup>6</sup> (which is further categorized as "legal" or "illegal" absence) vis-à-vis school dropout, and no standardized policy for the number of school absences which constitute a dropout. The Head of Counseling in the Directorate of General Education indicated a combination of 58 (legal and illegal) absences constituted a dropout. However, schools and FDs used varying formulas. For example, a boys' secondary school in Amman Governorate indicated that 45 legal absences and 28 illegal absences constituted a dropout.

A critical obstacle which remains is the disparate databases maintained at both the MOE and FD levels, and conflicting information provided from the databases. For example, while the central MOE EMIS Division was unable to provide data on the number of kindergartens developed during the 2012-2013 school year, the Early Childhood Unit had up-to-date information, disaggregated by region. As reported in 2009 by the USAID-funded World Education consultant Dr. Haiyan Hua, data remain, for the most part, inconsistent and used in a limited manner, if at all, for higher level decision making or policy development. This was confirmed by the Board of Education which cited one of the major challenges in policy development was the lack of evidence-based data.

An important element missing from FD and MOE databases is the documentation of individuals participating in capacity building workshops. The ad hoc nature of documenting capacity development efforts (in part due to the non-existence of a centralized training database) severely impacts capacity building efforts. FD and school officials cited one of the most pressing constraints to professional development is either a dearth of training opportunities or saturation of training seminars, albeit without logical or sequential linkages based on systematic assessments and historical tracking data of staff development.

The MOE, with assistance from UNESCO, is in the process of transferring data from the private sector EduWave MIS to an open access platform.<sup>7</sup> As part of this process, ways to incorporate an updated human resource system and tracking of capacity building initiatives need to be examined and identified

---

<sup>6</sup> School absence is further categorized as legal absence, e.g., illness, household issue, etc., which the school is made aware of, and illegal absence, which refers to students absences for which the home does not provide an explanation to the school.

<sup>7</sup> Efforts in this area are proceeding as the MOE and EduWave engage in negotiations regarding copyright issues.

# MINISTRY OF EDUCATION

## OVERVIEW OF SUB-SECTORS

### EXAMINATIONS

The education system administers two international—Trends in Mathematics and Science Study and Program in International Student Achievement—and three national—National Test for Quality Education, National Assessment for Knowledge Economy (NAfKE), and Tawjihi—examinations.

Test	Purpose of Test
National Assessment for a Knowledge Economy (NAfKE)	Identify how students perform in learning relevant skills for a knowledge economy; evaluate education reform programs and level of success; evaluate students in the areas of mathematics, science and Arabic for grades 5, 9 and 11 (administered by National Center for Human Resources Development, NCHRD).
National Test for Quality Control of Education	Monitor and control quality of education; identify students' areas of weakness and strengths; provide feed to MOE and Field Directors for review of teaching and learning remedial plans; administer to each student in grades 4, 8 and 10 in the subject areas of: mathematics, Arabic, English and science (administered by the Directorate of Examination and Testing).
Trends in Mathematics and Science Study (TIMSS)	Feedback for policy makers/educators in mathematics and science; administer to grade 8 learners, (administered by NCHRD).
Programme for International Student Assessment (PISA)	Use to improve curriculum, instructional approaches, etc.; administer to 15-year-old learners in areas of reading, mathematics and science (administered by NCHRD).
Tawjihi	Evaluates efficiency of education system in Jordan; administered to grade 12 learners to determine admission into universities and post-secondary options [testing streams include academic (scientific, art and IT) and vocational (industrial, agricultural, hotel, nursing, etc., (administered by the MOE)].

Table 5: Education System Examinations

Of the five examinations administered, only the National Test for Quality Education targets every student<sup>8</sup> (in grade 4, 8 or 10) in every school: public, private and military. Test results are analyzed by individual student, school, and FD, reports generated at each level (student, school and FD) in addition to a national aggregated report. (See Appendix G for example of reporting for test results.)

Tests and examinations serve varying purposes. According to the Curriculum and Textbooks Directorate, the NAfKE, TIMSS and PISA examinations are major inputs for developing curricula and reviewing textbooks. The Director of the National Center for Human Resource Development cited test results as a way to provide the MOE with feedback related to educator professional development, assessment and curriculum review, revision, and development, e.g., lessons learned for the subjects of science, math and English translated into guiding recommendations for teachers and training sessions.

<sup>8</sup> Each student is administered one component of the test—Arabic, English, mathematics or science.

With the exception of individual Tawjihi results, which are posted on a publically accessible website and which schools indicate they use to help determine areas of strength and weakness in the secondary grades, results from other examinations are not disbursed in a consistent manner or as in the case of the National Test for the Quality Control of Education, not released publically. Several schools interviewed indicated they have received enrichment or remedial plans based upon the results of the National Test for Quality Control of Education to assist in improving quality of teaching and learning. Principals indicated that, although individual school results were not provided for TIMSS, teachers found it a useful review tool as they quizzed students on science and mathematics content up to grade 8.

International test results—TIMSS and PISA—as well as the NAFKE are cited as major inputs for curriculum and textbook revision after publication of test results nationally. However, little to no mention is made of the Directorate of Examinations and Testing—National Test for Quality Education administered in grades 4, 8 and 10, which provides detailed analysis to FDs and schools on areas of students’ strengths and weaknesses in skill component areas of Arabic, English, mathematics and science.<sup>9</sup> MOE technocrats in the Directorate of Examinations and Testing indicate reports are generated and provided to the Directorate of Curriculum and Textbooks as well as the ETC, yet there is an absence of follow-through to incorporate findings into either educators’ professional development courses, curriculum and teaching and learning materials revisions.

Given the multiplicity of examinations and tests administered, a rationalization of these instruments should be undertaken by a neutral entity. The Directorate of Examinations and Testing proposes a working group made up of curriculum and measurement specialists from within the MOE and other education organizations, ETC trainers, universities faculties of education, and exemplary teachers and supervisors to represent the decentralized levels, to make up this working group. The recommendations identified from the review may be the basis for the development of a unified framework for examination and testing.

## CURRICULUM

Educators argue that the existing curriculum does not allow students to acquire the basic skills needed to facilitate higher order critical thinking skills, a key principle of the National Education Strategy (2010-2014). Principals, teachers, and education staff interviewed agreed that an overloaded curricula—with insufficient grounding in literacy and numeracy, a significant focus on memorization and insufficient time spent on applying critical thinking skills in real-world context—is one of the most critical challenges facing the education sector.<sup>10</sup> The Directorate of Vocational and Technical Education and Vocational Training Centers indicated employers found it necessary to offer remedial courses in literacy and numeracy to ensure employees have the foundational skills required for the work.

The Non-Formal Education Unit offers an evening Culture of Dropout Students Program in 15 centers for students who have dropped out of traditional school. The two-year program consists of three cycles—Cycle 1 (grades 1-4), Cycle 2 (Grades 5-7) and Cycle 3 (grades 8-10)—and uses a simplified basic education curriculum with key learning outcomes identified. Upon completion of all three cycles students receive a certification which allows them to enroll in a vocational training center (VTC). For secondary student there is a home-based program of study that allows the learner to take the Tawjihi.

<sup>9</sup> A component of the National Test for Quality Education is administered to each student, therefore tracking student progress as learners advance from the primary to the secondary grade levels would be ideal. However, the lack of student identification number prevents this from happening.

<sup>10</sup> In 1995, a study was conducted by the Directorate of Curriculum on the status of the curriculum and areas of reform. To date, it has not been publically released.

Uniformly, educators were in agreement that the number of subjects needed to be reduced and that a focus be placed on building foundational skills in the areas of mathematics, science and language (Arabic and English), in particular at the early grade levels. Several educators expressed concern over the scope and sequence of the curricula, citing the difficulty of grade 8 coursework compared to grade 10 coursework as one such example. Dense textbooks—with few, if any, graphics or pictures to help with the learning process as such an example—reinforced a heavy focus on memorization and did not take into account different types of learning approaches. Exacerbating the issue is the MOE Directorates’ focus on working as “islands,” with limited cross-functional integration of key work products. A revision comprehensive review and revision of the curricula to ensure specific learning outcomes tied to future employability and build basic foundational skills is essential.

In 2012, the Organization for Economic Cooperation and Development analyzed PISA results and concluded that “in countries where schools have greater autonomy over what is taught and how students are assessed, students tend to perform better.” The Kingdom of Jordan, cited in the study as one of the countries which grant the least autonomy to schools to make decisions about curricula and assessments and in allocating resources,<sup>11</sup> has witnessed declining PISA results over the past six years. Teachers echoed this concern, citing a need to finish a curriculum unit as the primary focus. This lends credence to the recommendation made in the *Student Performance in Reading and Mathematics, Pedagogic Practice and School Management in Jordan* which suggests that the MOE introduce more flexibility into the curriculum and emphasize learning outcomes more than curricular progression (p. 10).

The practice of social (automatic) promotion intensifies the curriculum challenge. *Parents, teachers and principals interviewed universally agreed the automatic student promotion policy should be reviewed, with most being in favor of it being abolished.* Both educators and parents expressed concerns over the lack of student motivation to study given the recognition that the chances for grade repetition are very limited. “The student knows he will be promoted and so he does not care if he learns, especially when the curriculum is overloaded,” said one parent in an interview at a boys’ school in Irbid Governorate. School staff and parents cited grades 1, 2, 3, 8 and 10 as key grade levels where automatic promotion should be closely reviewed for flexibility.

Interviews with the Directorate of Special Education, Learning Difficulties section, confirmed the number of students needing remedial assistance in areas of literacy and numeracy has noticeably increased over the years. Principals indicated teachers’ attempt to offer extra support to students with learning difficulties, however, limited classroom space prevent teachers from effectively offering remedial support. The *Student Performance in Reading and Mathematics, Pedagogic Practice and School Management in Jordan* report also found that, although the majority of teachers (63 percent) indicated that they “concentrate on the weaker student, classroom observations revealed that teachers spent the majority of the lesson focused on the entire class or calling on individual students to participate; virtually no time was spent working one-on-one with a student” (p. 6).

## **SPECIAL EDUCATION (LEARNING DIFFICULTIES)**

The law for the Welfare of Disabled Persons was passed and put into action in 1993, which allowed for the right to education and higher education which was commensurate with his/her abilities. The National Education Strategic Plan (2010-2014) special education focus is on “talented” students or those with severe “retarded” emotional disabilities (learning disorders). Learning difficulties (LD) is not elaborated upon. The MOE defines learning difficulties as those students who have disturbance in one or more in the basic psychological processes that include language comprehension or oral/writing usage,

---

<sup>11</sup> USAID/Jordan. (2012). Ed Data II. *Student Performance in Reading and Mathematics, Pedagogic Practice and School Management in Jordan.*

numeracy, or thinking, which is manifested in lack of ability to listen, think, speak, read or write or any other mathematical processes, and the definition included cases of mental handicapped or brain injuries or basic brain inadequacy, dyslexia, and does not include learning difficulties resulting from vision, hearing, movement, mental or emotional disturbance, or environmental/cultural/economic deficiency.

To accommodate learners, 826 resource rooms have been created. The Resource Room is a classroom attached to the regular school, equipped with appropriate furniture and instruments and staffed with Arabic and science (and in the future mathematics) teachers who hold a bachelor's degree in addition to a high diploma in learning difficulties. However, according to the Directorate, 100 of these 826 resource rooms are not functioning due to a lack of staffing.

For the 2012-2013 school year, 20 resource rooms, staffed with 100 teachers, were introduced. The focus for this school year was on the Southern Region with five universities—Jordan, Al Hussain, Mu'tah, AlBait and Tafila Technology University—assisting with the initiative. Additionally, the Higher Council for Affairs of Persons with Disabilities (HCD) donated provided 24 resource rooms and Mercy Corps provided seven resource rooms.

The lack of learning difficulties and special education experts in the ETC necessitates that the Directorate request assistance from universities' faculties of education for training and development of diagnostic instruments. Additionally, the education system encourages parents to have children diagnosed (for free) at the National Center for Diagnosis of Early Disabilities. The Learning Difficulties Division envisions the eventual development of three diagnosis centers upon the availability of funding.

Currently, Resource Rooms serve up to grade 10 with the recommendation that students up to grade 12 be eligible for this assistance. The extension to grade 12 would facilitate students with learning difficulties to have Tawjiji examinations and time allocations which will facilitate university admission.

The principal at a girls' primary school (grades 4-9) in Irbid Governorate recognized numerous students across grade levels face learning challenges, particularly in the subjects of Arabic and mathematics. The limited space in regular classrooms did not provide an area for children with learning difficulties to receive extra support, and a decision was therefore made to dedicate the available extra classroom in the school into a remedial learning assistance resource room. Education officials at the FD disagreed, indicating that in primary schools the focus should be on the school's gifted learners due to the fact that gifted students do not receive additional support when they advance to the secondary level. The well-equipped resource room now provides services to 16 gifted students (out of a school population of 493).

## KINDERGARTENS

Expansion of kindergartens is supported legally, administratively and programmatically. The law requires schools to establish kindergartens within its capabilities, and in 2010 Early Childhood was upgraded to a Unit within the General Education Directorate to revitalize the role of kindergartens. While the expansion of kindergartens is a notable ERfKE component, it is not realized financially, with less than 1 percent of the overall 2012-2013 education budget dedicated to this component, making the increased need for budget advocacy essential. The Director of Early Childhood attributes the limited budget to the fact that the Early Childhood Unit is neither a full-fledged Directorate nor is it linked to early grade learning (grades 1-3) within the Directorate of General Education. (While kindergarten and early grade activities are de-linked at the ministerial level, USAID implementing partners—ERSP and RTI, currently working on supplementary

teaching materials for mathematics and Arabic—are identifying ways to link kindergarten and early grade activities.)

Local communities’ demand for kindergartens exceeds current supply. Admission to kindergartens, which limit enrollment to typically 20-25 students, is a critical pressure point. Parents and guardians use personal influence to enroll their children, thus overriding admission criteria and displacing students, in particular students at higher risk of not enrolling. Given the limited capital funds available to develop new kindergartens, the Early Childhood Division has negotiated with the Ministry of Religious Affairs for access to mosques to create additional kindergarten spaces.

Year	Regions			Total
	North	Middle	South	
2009-2010	313	277	243	833
2010-2011	320	317	266	903
2011-2012	335	349	275	959
2012-2013	391	390	303	1,084

Table 6: Kindergarten Development the Past Four Years

In June 2012, the MOE implemented a pilot program called “Parent Child Packages” which engaged children who had not enrolled in kindergarten in a short, intensive school readiness intervention to help prepare them for first grade. The activity also engaged the mothers of those children to encourage them to support their children’s school preparation at home. Parent Child Packages (PCP) was designed and implemented with the support of the USAID-funded Education Reform Support Program (ERSP). PCP is not intended as a replacement for a year of kindergarten, but rather as an emergency measure to support children who could not be served by an MOE public kindergarten due to limited enrollment capacity. PCP was evaluated in the fall of 2012, and the results showed that the PCP children scored better on the learning readiness tool than those who had no formal school preparation. At the cost of JD 40,000, 450 students and 450 parents in 29 kindergarten sites participated at the end of the 2012 school year. During the 2012-2013 school year, the program has been institutionalized within the MOE budget and with support from ERSP; PCP was implemented in 91 kindergartens reaching approximately 2,000 parents and children.

## **TECHNICAL—VOCATIONAL—PROFESSIONAL EDUCATION**

The importance of skilled and qualified people in areas labeled technical, vocational and professional is receiving increasing attention and focus for education reform worldwide. Advocates of technical and vocational education view students opting into these programs—as opposed to academic track—as economic assets for a vibrant and mixed economy. In Germany, one of the strongest countries supporting technical and vocational education, over 51 percent of students choose this track.

This is being recognized in Jordan. But in the face of multiple endeavors in education reform, there is a need to enhance the recognition of and investment for technical and professional education. The leaders in this area in Jordan are Balqa Applied University, the Vocational Training Corporation, and the vocational program division of the MOE; as well as the Ministry of Labor’s (MOL), which has a focus on workforce development.

The challenges facing each of these are myriad. Although daunting, the need to cooperate and coordinate amongst these four organizations—with interlinked missions and objectives—could improve the quality, the cost efficiency, and the impact on policy and funding. In this regard, there is an ongoing dialogue within and among these organizations on priorities, opportunities, and a cultural acknowledgement of job opportunities.

There are five issues that warrant increased attention in the Jordanian context. The first is policy. Both formal and, especially, informal policies do not support technical and vocational education. Instead vocational education is correlated with those who do poorly in testing. This links to a cultural attitude on the value and prestige of higher education. This unwritten sentiment affects the funding, priority and inclusion of non-academic studies.

One of the more established areas that demand a more complex response is the health care and pharmaceutical industry. The second issue is the dichotomy of thinking: academic or vocational. The ERfKE philosophy is based on the knowledge that there are new demands in the economy of the 21st Century, and that places a different set of requirements on the education system to ready potential employees and entrepreneurs. Although the literature uses the phrase Vocational Education and Training (VET), this is behind the curve in workforce requirements of a ‘knowledge economy.’

The requirements for the health care industry not only demand preparation in a variety of levels—all required and critical to the effective delivery of service—but the lines are shifting and blurring within the professional ranks. Nursing, once considered vocational, now requires an academic degree with opportunity in post-graduate studies. Technicians are more highly trained than most academics, with a grounding in science, technology, and patient care.

Thirdly, professional, technical and vocational education is expensive. The economies of scale within business and industry support technological development; however, machinery and tools and resources are difficult to fund. The relative costs of educating a graduate from the faculty of education, medicine, management, engineering, or hospitality must be considered in the budgetary planning. The key agencies are already reaching out to the business and international communities in a variety of public-private partnerships. The lack of a coordinated strategy in this area is limiting both the ability of the educational organizations to deliver the best quality education and training, but reinforces the gap between the private sector and public sector priorities and interests.

Lastly, technical and vocational education in Jordan has created opportunities for women in the workforce. The Vocational Training Center (VTC) has a track record of creative and successful programs: for example, training a cadre of women in plumbing is a job opportunity in many rural settings. This kind of commitment must be fostered and supported, in order to combat both unemployment and accessibility for the citizenry of Jordan.

## **PUBLIC-PRIVATE PARTNERSHIPS**

Public-private partnerships (PPP) create the potential for the private sector to innovatively support education priorities and improve learning outcomes. Currently there is no formal mechanism for the identification, development and institutionalization of PPP activities within the education sector or any one Directorate/office which oversees this initiative. At the central level, private sector involvement with the education system follows two paths: 1) private sector technology organizations use the Jordan Education Initiative (JEI) as a conduit to negotiate PPP activities with the MOE; or 2) private sector companies approach individual MOE Directorates, which in turn approach the Minister, or the company approaches the

Minister directly. All public-private sector collaboration must be approved by the MOE. At the FD level, private sector collaborators and universities link with FD managers and at the school level with principals.

The assessment found PPPs at all levels: central, FD and school. At the school and FD levels, partnerships are typically supply-driven and represented in the form of donations from local businesses and/or parents to meet immediate school needs. The majority of PPPs at the school level consisted of materials for school maintenance (e.g., paint, basic building materials) and/or school furniture. For example, an aviation company in the Southern Region provided JD 10,000 to supply furniture and equipment to two kindergartens in the immediate locale. Local businesses also linked to schools to sponsor special workshops/activities. A boys' secondary school in Amman Governorate hosted a free medical day, courtesy of the local pharmacy, which contacted the school and offered to conduct a workshop on dealing with minor medical issues. FDs also utilize institutions of higher education to strengthen their schools. In the Ramtha FD, the Jordan University of Science and Technology targets secondary schools and focuses on strengthening the scientific stream through the provision of laboratories to secondary schools and training to supervisors and teachers.

At the central level, PPPs remain primarily supply-driven and, with few institutionalized. One PPP which has taken initial steps towards institutionalization, albeit in a minor way, is the IBM KidSmart program. The Early Childhood Division has dedicated a modest budget line (JD 5,000) to assist with procurement of inexpensive computers to spread the activity to additional kindergartens. Although the program is geared for kindergarten and early grades (grades 1-4), currently only the kindergarten level benefits from this activity as IBM approached the Early Childhood Unit and not the Directorate of General Education (responsible for grades 1-3). In March of 2013, IBM announced its intention to expand the program beyond the 450 KidSmart Learning Centers currently in existence.

An emerging PPP through the JEI is the activity "My opportunity to be special"—which hires 180 information technology (IT) university graduates to serve as interns in schools and provide IT related assistance in career counseling, technical training on gaming, mobile application, and IT skills. The PPP is one potential way to address the issue of social media in the education environment which has seen a rapid change of parents and teachers being the social managers to technology now managing communications.

Since 2003, the JEI has worked with the private sector to pilot a variety of technology initiatives in the education sector, however, very few of these pilots have been institutionalized and incorporated into MOE plans and allocated budget lines. As a result, organizations lose opportunities for future funding. JEI cites the lack of systemic spread or systematic adoption from the MOE, as a critical dis-incentive for PPP linkages.

An innovative demand-driven PPP recently established a partnership between the MOE and the Queen Rania Teacher Academy (QRTA), an independent education entity working both in Jordan (and regionally) to improve the quality of learning. QRTA signed an MOU with the MOE to provide technical assistance in continuing professional development for education staff, including teachers, principals and supervisors. Technical assistance activities vary and include both strategic activities, such as assistance with preparation of national standards for teachers, and designing and conducting new teacher induction programs as well as in-service training—such as leadership workshops for principals and supervisors. The MOU provides a base for both sides—the MOE and the QRTA—to solicit funding for the activities, which have been identified and outlined in the MOU by the MOE as critical to improving learning outcomes.

A critical issue facing the MOE is the need to develop an institutional framework to guide PPPs. Staff from both the Early Childhood Education Unit and JEI recommended the development of an MOE PPP Framework to ensure PPP activities meet the identified needs of the education system. Components of the

framework may include, among others: 1) identification of education systems which correspond to potential PPP involvement; 2) PPP parameters including roles and responsibilities of private sector vis-à-vis the education system; 3) assessment of PPP activities for quality and potential for expansion; and 4) mechanism for institutionalization of pilots.

# MINISTRY OF EDUCATION KEY HUMAN AND INSTITUTIONAL (HICD) CHALLENGES

The challenges faced by the education sector in Jordan are not only an issue of direct expenses draining financial resources—the ramifications of which are overburdening every aspect of the overall system—from water usage to rental fees for temporary, overloaded classroom locations. The domestic agenda also presents a challenge. Three priorities compete for funds while also canceling the good intentions of each and include: 1) tackling unemployment; 2) increasing responsiveness to constituencies; and 3) and improving the quality of education delivered to the students, and within communities. Adding FDs and/or increasing the number of administrative staff from the designed structure will decrease the available resources within the education unit’s budget items. Thus, to successfully address these issues, an integrated approach is necessary to focus on outcomes considered within three separate timeframes. The timeframes include:

- Envisioning a national agenda for economic and social development, and the requirements of the education sector to contribute to that agenda, with a long-term commitment spanning a period of over 10 years.
- Creating and implementing a 4- to 5-year strategy that addresses national demographics to arrest the decline and improve the quality of education within a realistic budget.
- Continuing to respond to the influx of significant numbers of refugee children and contingency planning for short-term developments.

The national, regional and global crises are placing extraordinary demands on governmental systems and finances. This is an obvious priority and concern. Yet, the approach to many issues is to add more requirements, such as: include a period of pre-service training rather than to improve the competencies of the faculties of education to graduate better prepared teachers; or, add remedial numeracy and literacy training to the vocational training programs rather than improve the existing curricula, pacing, and use of textbooks to ensure these foundational skills are achieved during the early grades. There are also missed opportunities to use experts’ analyses or recommendations in a cross-functional, interlinked process.

Staff members at all levels and in all agencies in the education sector are fully aware of these issues. As previously noted, the gaps identified through this assessment are a compilation of the information gained from a series of over 100 interviews with community leaders, teachers, principals, supervisors, FD staff, staff from the MOE directorates, other ministries that have responsibilities directly related to education, along with those in agencies that support the delivery of education to the children of Jordan, including Jordanian and international donor projects. It is clear that there are ongoing efforts to solve problems and respond to demands; however, indicators reveal that for all the effort and expense, there is a downward trend in achievement against indicators.

## VIOLENCE WITHIN SCHOOLS

At both FDs and schools, an emerging challenge is school violence, in particular for boys’ schools where there is a gap of qualified male teachers combined with ineffective school leadership, and economic hardship.

These factors influence attendance, learning achievement, as well as behavior in the school environs. School and FD staff cited several reasons for increasing violence in the school:

- **Cultural mores:** As one educator in Irbid stated: “The culture is not standing against students who are creating violence. The culture stands firm against girls and does not allow women to create violence, but not as strongly against boys.”
- **Technology:** Parents and teachers used to be the social and communication managers of students. Now technology, in particular social media, which provides instantaneous widespread communication, is the manager. Repeatedly, teachers, principals and FD staff stated that students’ understanding of technology exceeds parents’ knowledge and this, combined with readily available access to social media, creates an imbalance in the society.
- **Lack of interest and/or commitment among male teachers:** Education officials often cited as key deterrents in male teachers’ performance a lack of motivation and the need to perform multiple jobs in order to make a sufficient income to support their families.
- **Limited performance-based management:** Several FD administrators pointed out the challenge regarding performance-based management, e.g., removing an ineffective teacher in areas where familial connections run strong.

From the school and FD staff interviewed, three clear suggestions emerged:

First, the message “Violence is not an option” needs to be sent clearly. Several FDs and schools cited supervisors and, in particular, guidance counselors as being on the front lines in addressing the issue of school violence. Irbid Governorate indicated it provided supervisors with training on how to address violence in the learning environment. In turn supervisors provide workshops to students on inter-personal relationship skills building as well as how to study and be prepared for examinations, in particular the Tawjihi, given the stress resulting from the pressures to pass.

Second, the feminization of the teaching force in several of the governorates visited (Amman, Balqa, Zara, and Ma’an) was presented as an innovation being trialed in accordance with local and cultural mores. In Zarqa Governorate, the principal of a mixed primary school indicated many parents prefer female teachers for their male students because “the (male) child needs a caring, nurturing person like a mother. It gives students a comforting feeling.” The Managing Director of a Field Directorate in Zarqa echoed similar sentiments indicating boys’ schools lack a warm and inviting environment in which to learn and recommended boys’ primary grades 1-6 be staffed with female teachers and principals to enhance learning and better prepare boys for male teachers in the upper basic and secondary levels staffed by male teachers.

In Wadi Seir FD (Amman Governorate) two boys’ primary schools are staffed with female teachers. In order to ensure acceptance by the local community, female teachers were put into grade 1, and each year an additional grade level was added, allowing both learners and parents/community members to become accustomed to the trend.

In Amman 1 FD (Amman Governorate) a basic school visited hosted mixed grades for the early grades (1-3) and then continues with girls only grades (4-10). The staff of the school indicated female teachers for boys at the early grade levels proved beneficial as boys needed “the attention and the nurturing nature of female teachers.” The recommendation was made to extend female teachers up to grade 6.

Third, the issue of increased delegation of authority to the school to deal with school-based issues arose several times. Teachers and principals continually reiterated the need to streamline some actions to the school level as involving the FD may be cumbersome. A JIU legal affairs representative in Irbid Governorate, who also heads up a boys' secondary school, indicated regulations differ between how students and teachers are disciplined. Whenever he (acting as principal) wishes to administer disciplinary action to a student, he must first write a letter to the FD outlining the transaction which occurred, plus have corroborating statements from two witnesses as well as an admission by the student regarding his role in the incident. However, if the need to discipline a teacher arises, he can immediately do so within the school environment.

## **EDUCATORS (TEACHERS, SUPERVISORS, ADMINISTRATORS) PROFESSIONAL DEVELOPMENT**

Parents, community members, education agencies and development partners interviewed consistently agreed that a motivated, committed teacher, and a visionary principal, both focused on improving learning outcomes, are at the heart of learning.

**Teacher hiring and deployment.** Unlike other countries where the education system plays a direct role in the hiring of education staff, the Kingdom of Jordan has the Civil Service Bureau to play the vital role of recruiting and hiring manager. Based on 100 hours of university coursework, individuals are eligible to fill out an application with the Civil Service Bureau for a teaching position. Teachers are hired upon requests made by the MOE. This process is problematic since it does not allow the education system (MOE, FD of the school) control over the applicant selection based on compatibility or professional expertise of the applicant. It is not uncommon for applicants to wait for years before being offered positions. A serving principal summed it up: "the Principal has no power or authority in selecting, appointing, deploying teachers. Teachers are appointed by the civil service bureau. A computer major can take a job in education or in another sector."

In February of 2013, the MOE announced it would take over the role of hiring new teachers. Hand in hand with this new process is a critical policy-level challenge facing the MOE, the re-distribution of teachers and administrators to ensure a balanced teaching and administration cadre. A priority identified for the next strategic plan is the redistribution of the school map in order to achieve the best investment of human and financial through school mergers (schools of less than 100 students) and redistribution of teachers, administrators and students "within the same directorate to be considered: majors, studying levels, gender, social circumstances and special cases."<sup>12</sup>

### **FROM A MARKETPLACE ENVIRONMENT TO A DISCIPLINED SCHOOL**

Eight years ago she was sent to the girls' primary school in Zarqa Governorate to give it a new start. She was faced with the challenging of changing the environment from a chaotic, undisciplined school to a disciplined, committed learning environment. With JD 200 from the FD, the new principal reached out to the community, local merchants and contractors for assistance to change the physical environment of the school, and to the teaching staff for commitment to improve the learning environment. Teachers who did wish to work "from their heart" were asked to apply for a transfer. Two teachers did. Initially the principal kept tight control over the school, gradually loosening the reins as commitment and discipline replaced the chaos. Today, the school thrives with caring, motivated teachers and hardworking students.

---

<sup>12</sup> Ibid.

**Teacher preparation.** Many teachers are university graduates who either enrolled in a university faculty of educational sciences to earn a specialized degree, such as early childhood education or special education. Others are graduates from another university faculty specializing in a specific subject matter such as mathematics, English, and other disciplines. The teacher preparation focus remains highly theoretical with limited practical application. At the University of Jordan Faculty of Education, early childhood education and early grade classroom teachers participate in nine credit hours of practicum (classroom teaching). In discussions with Faculties of Education staff, it became apparent that the majority of students who enroll in education courses attained low scores on the Tawjihi and were unable to obtain spots in other university faculties.

In theory, linkages should exist between the pre-service universities' faculties of education courses and the MOE ETC in-service/continuing professional development courses. In reality, this remains limited. As the ETC Managing Director stated "the linkages are there, but they need to be activated."<sup>13</sup> Nascent steps are being taken to link faculties of education coursework with MOE standards. The Early Childhood Teacher Standards have been approved and shared with public and private universities, resulting in universities initiating steps to reorganize their curricula to align to the new standards. Currently the Professional Performance Standards for Teachers and Principals are pending approval with the Board of Education. Supervisors' standards are in the final stages.

**Sequential, relevant capacity building opportunities.** An important element of the ERfKE II Component 1: Establishment of a National School-based Development System is the ownership of teacher professional development by the school. "In each school, a school self-evaluation process will lead directly to the production of the school's own school development plan. Local empowerment and ownership will be achieved in the first instance by devolving budgets for Teacher Professional Development (TPD) to schools... The provision and focus of TPD will be driven directly by schools' own understanding of needs, drawing on their school development plan. There will be an emphasis on TPD delivered locally and on creating peer learning and support networks."<sup>14</sup>

Currently, capacity building needs are identified at the school level, collated by the FD and sent to the MOE as part of requests for technical assistance. An overarching challenge is the plethora of training opportunities provided through development partners implementing agencies and national education organizations, such as the QRTA and the lack of a systematized training database. While capacity building opportunities are welcomed, several FDs and schools noted the random nature of the training. An element highlighted in the Ramtha FD letter to the MOE regarding ways to improve educational quality is the need to develop training courses for all teachers through "an established plan" to curtail the random training approach now deployed.

Oftentimes capacity building opportunities appear to be supply-driven as opposed to demand-driven given the absence of funding devolved to the FD or school level and the decisions made regarding type and location of capacity building remaining in the hands of the MOE.

As part of the national professional development framework and capacity building plan (for ESWAp) the development of training databases (to track who has been trained and in what area) should be linked to the open-access EMIS database platform at the FD level.

---

<sup>13</sup> May 1, 2013 meeting with MOE Directorates to discuss ESWAp.

<sup>14</sup> Project Appraisal Document for a Second Education Reform for the Knowledge Economy Project. (2009). World Bank. March 6.

## PERFORMANCE SUPPORT TO TEACHER EDUCATION UNION

Revived in 2012, after more than a 60-year hiatus, the Jordanian Teacher's Union (JTU) represents more than 148,000 teachers in the public and private school systems. As decreed by Parliament, all teachers are members of the JTU with membership dues (soon to rise from JD 1 to JD 3) for public school teachers withdrawn from their monthly salary. The Jordan Teachers Union (JTU) main office is located in Amman with branch offices in the 12 governorates. Each JTU (governorate) branch has autonomy in running internal affairs; administratively and financially the governorate branch follows the central JTU Committee.

Currently, there is no legal framework that regulates the relationship between the MOE and JTU.<sup>15</sup> A memorandum, drawn up by JTU, has been submitted to the MOE. Some of its key points include:<sup>16</sup>

- Education licensing: teaching license should be issued through JTU not through the MOE or Civil Service; additionally, JTU representation should be on the committee to hire and fire teachers.
- JTU involvement in educational processes: JTU would be involved all aspects of the education system and provide input, for example, the curriculum, examinations, disciplinary measures, and so forth.
- Teacher representation: teachers should not be called for a legal investigation without a lawyer and representative from JTU being present.
- JTU dues: JTU representation in making legal decisions regarding JTU dues.

A key focus of the JTU is improving the professional development of the teaching cadre. JTU envisions the creation of a national team specialized in teacher education, with a particular focus on newly inducted teachers. The JTU proposes a program with the Ministry of Higher Education (MOHE) which focuses on two semesters of practical (school-based) training, as well as courses in pedagogy, classroom management, and instructional leadership, among others.

The JTU is currently developing a training of trainers' cadre in each governorate with an aim to identify priority issues in the classroom and providing short training courses to address the issues. Initial issues identified include: 1) classroom management, 2) teacher-student interactions, 3) classroom violence, and 4) use of technology in the classroom. The first training—classroom management—was initiated in March of 2013.

---

<sup>15</sup> Since there is no MOU between the MOE and JTU there is not an official relationship between the two sides. Given the lack of an MOU, discussions between JTU Branch Offices and FDs take place unofficially. For example, there was an issue regarding a teacher in Irbid. The JTU representative came on a "friendly, human to human" basis to discuss the issue with the FD Managing Director.

<sup>16</sup> Information provided by Irbid JTA Branch Office.

# KEY FINDINGS

Any government ministry is a complex system, and the MOE is more complex than most. There have been continuous new demands placed on the MOE, as the “client base”—diversity, location, demographics, and differential of socio-economic status of the student population—grows. Often the push has been for action in a supply-driven manner rather than strengthening an existing function or process.

As depicted in the system diagram on page 41, there are many demands from the citizenry that affect inputs, outputs and required education outcomes. The political environment, with the concomitant changes in the urgencies and priorities to which the MOE must respond, is increasingly taking precedence. The influx of refugees, the violence in the schools, and the financial crisis are both urgent and important realities to which there must be a response. These challenges are felt at every level of the MOE, but the burden ultimately falls on the principals and teachers who are the focal point of the education system.

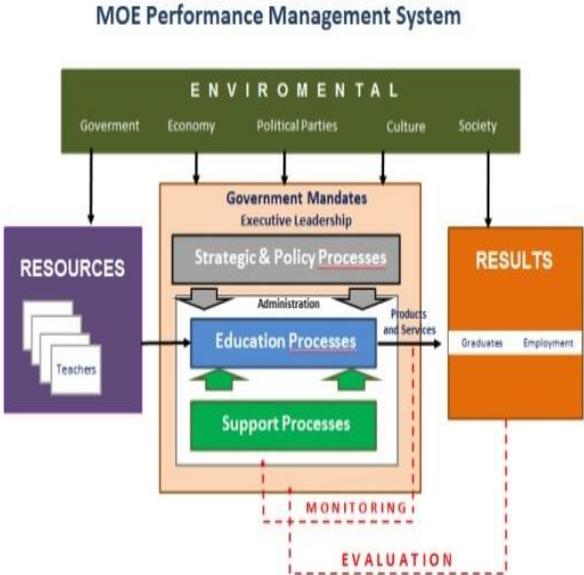


Figure 5: MOE Performance Management System

Overlying the impact of the external factors are two internal dynamics: The first is the ‘silo effect’ of acting within one’s department or agency with a wall of separation inhibiting discussions. In this environment, it is difficult to resolve issues cross-functionally and use information as a tool for improving performance, leading to a less effective delegation of responsibilities. These internal blockages are sometimes enhanced by the wide span of control at the executive level. The Secretary General has all 43 FDs and MOE Directors reporting to him. Such a large number of direct reports results in much energy focused on crisis response and overseeing the administrative requirements. This makes it extremely difficult for the executive team to think strategically.

Secondly, education system is not currently fully inter-linked set of agencies aligned to achieve results. The lack of an integrated system extends to all the elements of the education system, including the directorates, agencies, and ministries that are delivering educational services. Moving forward into an expanded sector-wide approach, such as ESWAp, is perceived as a necessary direction. However, few of the underlying principles, system architecture, or organizational culture attributes are fully in place to support a full move to the complex management of a sector-wide approach.

Progress in this sector is critical for Jordan at this time. According to the latest published statistics, the total number of Jordanians eligible for work stands around 1.4 million working and unemployed. The official unemployment rate announced by the government is 12.9 percent whereas the unemployed are 34 percent of the total population.

Of the total population, 49.6 percent of the employed Jordanians do not hold a secondary school certificate and 40.5 percent of those working are concentrated in Greater Amman. The official percentage of females’

participation in the work force is around 12 percent and the unemployment rate among females is at 35 percent even though the percentage of female university graduates stands at 54 percent.

The question is why this picture has emerged when 15 years ago Jordanians rated among the best educated in the Middle East and were sought after by most employers in the Gulf, mainly Saudi Arabia, Iraq and the UAE. The concerns that employers in the Gulf and in Jordan express about graduates of Jordanian universities can be summed up in the following:

- Lack of understanding of the business culture and requirements (no internship requirements to provide practical experience for students as part of their degree).
- Limited ownership of their duties or loyalty to their employers.
- Limited exposure to and acceptance of other cultures.
- Knowledge is mostly theoretical as students are not required to work on projects or teams on specific research.
- Graduates of technical schools are not fully literate and have limited practical experience.
- Employers do not favor employing females as they are expected to get married, bear children and leave the workforce to care for their families.

Responses to these issues are still struggling to reverse these declines. The discussion of how to address these issues is filled with questions to complex problems that have had few clear answers. Staff frustration has resulted in the response to the piece-meal adding of more programs, more content, and more time.

This HICD analysis was not conducted as an evaluation; rather the assessment is done to identify gaps in performance in order to identify and resolve issues and approaches that have blocked staff within the education system from improving education results. HICD complements sector expertise with an understanding of how the elements of an organization work together or block each other. Performance is defined as the work done plus the results that are achieved. The work done is the collective of the knowledge and skills of the individual functions and staff. There are multiple reasons why results are difficult to achieve and maintain, so the first step is to identify the gaps in performance and why they exist.

Performance gaps are the difference between the status quo (what is currently happening) and the desired situation (what should be happening). This valuable information is only the first step. It is critical not to “treat the symptoms”—which is often the first response. The first rounds of analyses provide indications of why the gap exists. Although much attention is given to programs that are implemented within an organization, relatively little attention is paid to the underlying processes, information flows, and interactions among the elements of any organization. Organizational dynamics and performance principles now assist us in understanding how to complement program content and knowledge of staff within an organization with other supporting mechanisms.

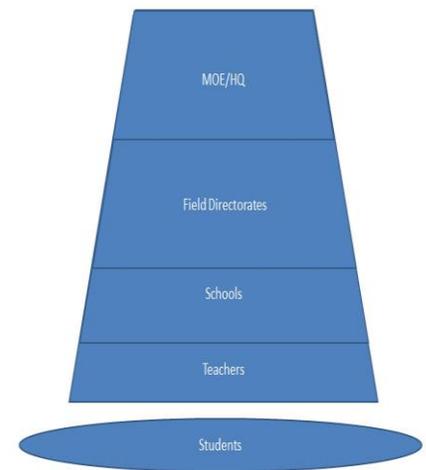


Figure 6: Hierarchical Structure of the MOE

# Jordan Education Sector Systemic Overview

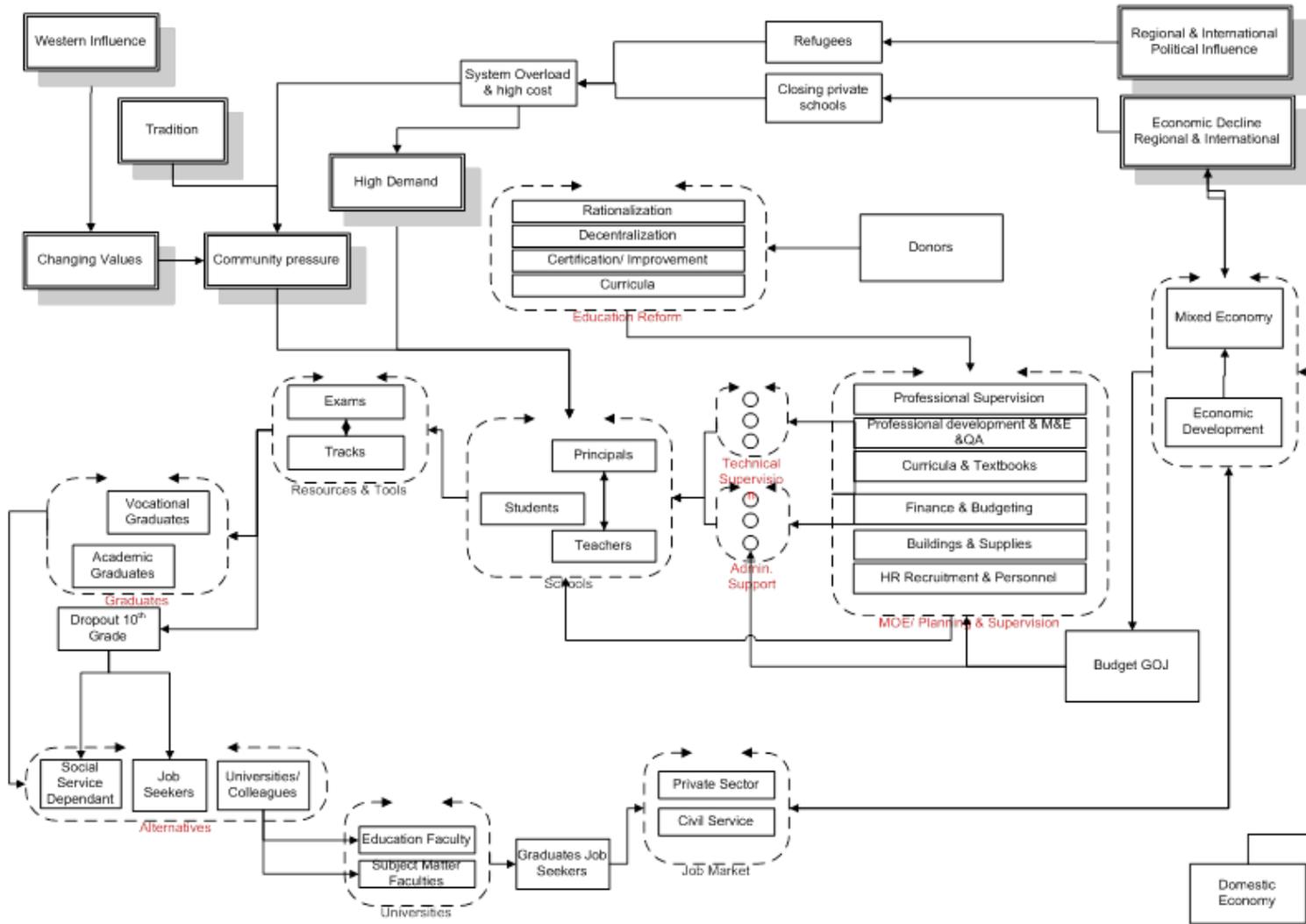


Figure 7: Jordan Education Sector Systemic Overview

Two directions of tension influencing MOE development are visualized here. One is the top-down/centralized approach with an increasing number of ad hoc and add-on programs coupled with the growing demands of diversifying the client base (increasing and diverse student population with more school configurations plus educating the influx of refugee children) contrasted with the “on the spot” problem solving, responsiveness, and focus of the staff who have direct contact with the students.

There is general agreement to move to a sector-wide approach from a purely functional standpoint; however, the changes required would alter the status quo. There is continual tension and back-and-forth movements based on political requirements versus best practice. Tied to this is the traditional approach of emphasis on operational issues which have been aggregated to define the overall education strategy. This is an approach which has not produced the mandated results and elements have not been aligned to achieve the results expected.

This is ongoing; however, the context and priorities are shifting in the short term. Several initial performance gaps must be addressed through the following approaches:

- Re-conceptualizing the issues and vision as sectoral and systemic:
  - Evolving the organizational culture to support the newly conceived objectives and approach;
- Reconsidering the evaluation measures, which to date have not encouraged an urgency to take on the issues to improve performance;
- Upgrading the planning process by utilizing a performance-based approach:
  - Following through on the entire planning process and encouraging feedback loops;
  - Strengthening the monitoring responsibility of technical managers to ensure that the processes and tasks are being implemented;
- Aligning the working units so that the organizational objectives are met:
  - Focusing and coordinating all tasks to the output of quality education; and
  - Interlinking activities—producing results does not happen in isolation in each directorate. The information must be prepared and cycled through the education and used as a tool in improving the key processes;
- Redefining the management function:
  - Decentralization and de-concentration are the means to improving both efficiencies (cost savings and on-the-spot performance improvement) and effectiveness (graduates who are ready to take on the job or post-secondary education); and
  - Key functions are setting expectations, monitoring performance, allocating resources (according to priorities and within limits of funds available), and coaching.

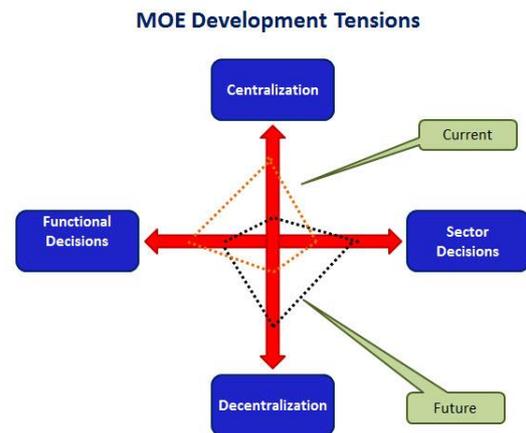


Figure 8: MOE Development Tensions

# TOWARD A COLLABORATIVE PERFORMANCE SOLUTION PLAN

The performance assessment conducted on behalf of USAID/Jordan recommends approaches to the education sector to assist the MOE in improving the results or outcomes for students and communities of Jordan. The assessment was focused on the education sector's operations and, specifically, the education and supporting processes of the MOE. The objectives of the analysis were to recommend potential assistance to respond to the management and operational performance gaps within the Jordanian education sector and at the MOE, recommend specific actions to strengthen these areas, and define potential assistance in the form of performance solutions to be implemented in future phases.

Specifically, the areas of performance improvement may be seen in terms of the MOE's ability to meet its mandate for delivery of policy information, services or benefits to its internal and external target audiences, and in terms of "client satisfaction" among these target audiences. These services are delivered through key processes, under the direction of strategic objectives, assisted with internal support processes. The framework used for this analysis was USAID's HICD. This framework complements sectoral knowledge with an understanding of how organizations work to integrate and coordinate the many functions and tasks.

# OVERVIEW OF PERFORMANCE SOLUTIONS PACKAGE (PSP)

*“SWAps constitute an approach to educational reform, a way of transforming an Education Sector...there are gradations of development, rather than black and white situations.”<sup>17</sup> Framing the ESWAp, i.e., putting in place the key foundational documents is essential. The following narrative outlines the status of the most important components of the ESWAp framework.*

## INTEGRATED PERFORMANCE SOLUTIONS

Committing to a large-scale development effort is a complex task. The template or strategy for moving forward needs to be renewed periodically. This allows the community to take stock of what has worked, embedding the successes for durable and useful application into the future. There is also the ability to identify those areas which may now be new priorities.

The over-riding recommendation resulting from this assessment and subsequent analysis is to move toward a sector-wide approach to frame the next decade of progress. This is a complex and demanding undertaking, which must build on the accomplishments and other current efforts to date. Readiness and preparation for the next push forward will overlap seamlessly with the final stages over the next two years.

The set of recommendations that follow are formulated into three levels, all supporting the momentum of the ERfKE II programming and standards while moving into the next phase. The first level is comprised of the detailed steps to continue the move toward and position the stakeholders for a sector wide approach (Education SWAp). These recommendations offer a guideline that acknowledges the challenges of formulating and managing the multi-faceted and multi-leveled approach that is the ESWAp.

The second level of recommendations is comprised of specific actions that will enhance the integration and linking of the current efforts into the key processes up from the school level and into the MOE, and across the MOE functions in support of those delivering the quality education to which everyone is contributing.

Lastly, specific recommendations are made for short-term technical assistance that will improve both specific functions and augment the use, management of, and efficiency of improved project management through the more effective use of cross-functional teams.

The ESWAp is by its definition a complex management challenge. The models of complex problem solving within systems encourages that these recommendations be considered as an integrated set of interventions.

## KEY ELEMENTS FOR ADOPTING AN ESWAP

*The following is a discussion of some of the key elements of adopting an ESWAp. As noted earlier, the detailed Performance Solutions Package (PSP) can be found in matrix form and is included as Appendix A.*

### Situational Analysis

A situational analysis, also known as a Country Status Report (CSR), is a detailed analytical report of the entire education sector from kindergarten through university level and includes vocational-technical, adult and non-formal education sub-sectors. The principal purpose of the report is to provide an evidence-based analysis of the overall education sector, which serves as the basis for decision makers' discussions

---

<sup>17</sup> UNESCO. (2007). Education Policies and Strategies 12, *Education Sector-Wide Approaches: Background, Guide and Lessons*. Paris, p. 6.

on national policy and strategic directions. The analysis examines a variety of issues including: 1) highlights legislative/policy gaps; 2) socio-demographic and economic context; 3) internal efficiency (quality); 4) expenditures and financing; 5) equity and disparities in gender and special needs populations; and 6) higher education and other education sub-sectors. While individual reports exist at the various directorate levels, a comprehensive situational analysis, spanning the education sector, does not appear to have been undertaken to date.

### **Impact of Refugees**

An important component of the situational analysis must be an assessment of the impact of the Syrian and other refugee student populations on the Kingdom of Jordan's education system. With an open border, visa-free policy, Jordan is hosting one of the largest refugee populations in the world—with the number of Syrians crossing over dramatically increasing since the start of 2013. By the end of 2013, United Nations officials estimate one million Syrians will have crossed over.<sup>18</sup> The elevated mobility of the refugee population combined with limitations on the MOE education management information system (EMIS) creates challenges in tracking the exact number of refugee children enrolled in the Jordan education system. It is estimated that approximately 43,000 Syrian students are participating in the education system in Jordan (33,000 in the host community education system, and 10,000 in the Zaatari Camp schools<sup>19</sup> in Mafrq Governorate) with 700 enrolled in private schools and 10,000 “hidden” or out-of school learners.<sup>20</sup> The Kingdom of Jordan has waived school fees and provided refugee students with textbooks with the support of UNICEF and the donor community.

Refugee students enroll in classes on an ongoing basis throughout the academic year. Students lacking the appropriate documentation are provided a grace period, typically six weeks, to secure the necessary paperwork. Absent requisite documentation, students are assessed and placed according to agenda skill level. Student placement and examination processes vary by school and FD. For example, in the Wadi Seir FD (Amman Governorate), students in grades 1-3 who lack the appropriate documentation are assigned according to age to a specific grade level. Education officials acknowledge that while this ensures age appropriate placement, it does not always equate to skill-appropriate level. Students in grades 4-11 are administered an examination before being given a final class placement. In Irbid Governorate, given the high mobility rate of the Syrian population, students are often not given placement examinations but placed according to age level.

According to the UNICEF Jordan Office, the critical challenge facing Syrian students exists at the secondary level (grades 11 and 12). The secondary stream in Syria does not have an IT stream so Syrian secondary learners follow either the art or scientific streams. Syrian students wishing to enroll in grade 12 and sit for the Tawjihi must possess documentation endorsed by the Ministry of Foreign Affairs and Embassy of Syria verifying their grade level. Secondary students lacking the appropriate certified documentation repeat grade 11 in the Jordanian public system before proceeding to grade 12.

The Ramtha FD in Irbid Governorate has one of the highest levels of Syrian refugee learners with more than 3,000 Syrian refugee students enrolled in the public system at the time of this report. To accommodate the Syrian influx, the FD has started two evening classes for learners in grades 1-11 with teachers drawn from the pool of applicants who have applied to the teaching force, but have not yet been accepted. Additionally, three new schools—boys' secondary schools, a girl's primary school and a third yet to be decided—have been developed to specifically serve the refugee population. To expand classroom space, caravans—many supplied by UNICEF—are being distributed to schools. To accommodate the growing school population, the FD placed an advertisement seeking rental space, which received no

---

<sup>18</sup> “Syrian Exodus Surges Amid Border Violence.” (2013). Taylor Luck. *Jordan Times*, April 18, p. 1.

<sup>19</sup> Both Jordanian and Syrian teachers provide instruction at the Zaatari Camp schools, which consist of pre-fab building and a tented structure, and follow the Jordanian curricula.

<sup>20</sup> Information provided by Managing Director of Directorate General Education, May 1, 2013.

response. With FD funding limited and landlords have found it more profitable to rent a building out for multiple apartments for Syrian refugees than to lease the property to the education system.

Numerous schools are also double-shifting. In Irbid Governorate, a school's afternoon shift focuses solely on accommodating Syrian learners, which appears, according to a UNICEF Education Specialist, to have assisted in creating safe learning spaces for refugee children while reducing the pressure on overcrowded classrooms. Likewise in Zarqa, FD officials indicated that they are also facing an increase in student population due to Syrian refugees coming into schools. "2000 Syrian refugee students enrolled just this scholastic year which makes schools, classrooms and all facilities overcrowded. For example, a class that supposed to be 40 students has now 55-60 students."

Teachers are facing a multitude of issues in the classroom from increased pupil-teacher ratios to low achievement, which some education officials have attributed to the automatic promotion policy also practiced in Syria. This differs markedly from the Iraqi refugee population a decade earlier, which was primarily from the middle and upper economic strata and higher education levels. Teachers targeted for the Syrian student evening classes have received training on how to assist students with psychosocial issues, but the majority who have not yet received this training are coping with multiple challenges on a daily basis on how to integrate Syrian refugees into the Jordanian learning environment.

**Strategic directions and policy dialogue based on situational analysis.** The Country Sector Report (CSR) provides the factual basis for the discussion between the education sector and its partners on improving educational development. This discussion is based on the challenges and gaps identified with linkages to the Kingdom of Jordan's broader national plans for economic growth and development. Per the strategic directions and defined policies, the National Education Sector Plan (NESP) sets out the Kingdom of Jordan's entire education sector goals, objectives and proposal for how the goals and objectives will be achieved over a period of time.

The current National Education Strategy, approved in 2006, serves as the guide to achieve the MOE's vision and mission. Discussions on next steps have just been initiated, including the dialogue on developing a comprehensive approach to address education issues.

**Design of a prioritized sector-wide education development plan.** Currently, the planning process for the education sector focuses on programs solely within the MOE (early childhood through secondary). Coordination and planning with other ministries is primarily theoretical in nature, for example the MOHE is responsible for universities, or the MOL, which is a member of the Vocational Training Corporation Board, are concerned with addressing the workforce, which filters back to vocational-technical linkages. As noted by an ETC officer, while university linkages are cited in the teacher professional development domain, to date, nothing has been done to activate the linkages. The Director of Educational Planning and Research indicated that "the wide range of activities undertaken by the MOE also adds to the planning challenge. Coordination is fragmented ...we are suffering from the management of too many projects. We need to do the planning better." Recently, the Kingdom of Jordan announced the establishment of a council which will include all education entities working in the field education to set the stage for a comprehensive approach, i.e., a prioritized sector-wide education plan.

**Identification of capacity constraints and plan to mitigate the constraints.** Capacity development should reflect the harmonization and alignment of the ESWAp objectives. The Capacity Constraints and Plan to Overcome the Constraints focuses on the competencies which need to be developed to implement and manage the program and account for the funds. Teacher and Educational Leadership Professional Development Frameworks currently in development within the Education Training Center (ETC) is a subset of this plan. The Capacity plan typically addresses the domain/key area, nature of capacity constraint and the proposal plan to address the constraint. This plan should link into the database tracking capacity building interventions and support the identification of training.

**Re-alignment of roles and responsibilities for central and FD levels to ensure effective implementation and monitoring of ESWAp.** Devolution Guidelines for FDs and Schools Management bodies at both central, FD and school levels are required to ensure fulfillment of responsibilities in the implementation and monitoring of ESWAp. Components of the guidelines may include the management of decentralization in relation to education and financial, administrative, monitoring, and programmatic functions assigned to FDs and schools. Guidelines articulating the role of FDs, schools, and communities need to be developed.

**Effecting change management as a supporting process to implementing the education strategic plan.** Organizational change is a structured approach for the MOE to ensure that the ESWAp changes are smoothly and successfully implemented to achieve lasting benefits. The organizational change will directly affect all directorates in both the central and field levels from the entry level employee to senior management, and the MOE must learn how to handle changes to the organization.

The critical aspect is MOE's ability to win the buy-in of their employees on the change to the ESWAp. Effectively managing organizational change is a four-step process:

1. Recognizing the changes in the broader education environment;
2. Developing the necessary adjustments to support the ministry's needs;
3. Training their employees on the appropriate changes; and
4. Winning the support of the employees with the persuasiveness of the appropriate adjustments.

The MOE change management should begin with a systematic planning in conjunction with the elaboration of the ESWAp. The objectives, content, and process of change should all be specified as part of a change management plan. Change management processes may include creative internal marketing to enable communication between coordinating workgroups. As a visible element of the ESWAp transformation, a formal change management effort aligns groups' expectations, communicates, integrates teams, and manages people training. A successful change management will need to include the following elements:

1. Work along with management to define measurable stakeholder aims, create regularly updated business cases for their achievement and monitor assumptions, risks, dependencies, costs, return on investment, and cultural issues affecting the progress of the adoption of the ESWAp;
2. Effective communications that inform various stakeholders of the reasons for the change, the benefits of successful implementation, and the details of the change;
3. Devise an effective education, training and skills upgrading scheme for the organization;
4. Counter resistance from the employees of directorates and align them to overall strategic direction of the organization;
5. Provide personal counseling to alleviate any change-related fears; and
6. Monitor the implementation and fine-tune as required.

# CONSIDERATIONS FOR PERFORMANCE SOLUTIONS PACKAGE (PSP) IMPLEMENTATION

Although the MOE has made considerable progress over the years in strengthening education management and processes, improvement is still required in many areas. The authorities are well aware of these needs and have actively sought assistance to address them from USAID and other development partners. In our effort to assess how continued USAID assistance, albeit limited, could best help implement capacity building of the MOE's systems, we present an extended list of key areas in which to intervene and the interventions themselves within a Performance Solution Package (PSP) outlined in the following appendices. We do not propose all possible areas and interventions since:

1. The focus on those capacity building issues seemed of high priority to the MOE. Also, due to resource constraints, we prioritize recommendations which are at the intersection of the MOE's and USAID's interests and objectives: namely, building a strong, modern education sector that ensures education and creates economic opportunity for all Jordanians, while at the same time increasing accountability in the use of public resources.
2. Preference is given to capacity building interventions that could immediately affect MOE productivity and performance.
3. An effort has been made to avoid duplication of ongoing capacity building efforts; for its most part, the introduction of an ESWAp in the education sector and/or MOE has not been addressed by other development partners. Moreover, we as much as possible, we look to support MOE's implementation of the ERfKE II program.

## IMPLEMENTING THE INTERVENTION SOLUTIONS

Each of the attached recommendations proposed to improve the results of the efforts of the MOE and the education system is interdependent. (See Performance Solutions Package, Appendix A). Therefore, it will be best delivered as a coherent project to support the MOE as it moves toward a sector-wide approach. The complexity of preparing for or envisioning the ESWAp, framing the foundational elements and then implementing must be in accordance with the MOE's timeline and managing other developments.

The ideal approach for the collection of interventions is to identify a PSP Project Team Coordinator who will be based in-country to work closely in support of the MOE's readiness and implementation over several years. The mechanism to implement the project could be programmed either directly through the education office, or utilize the ongoing E3 FORECAST II Participant Training or HICD pro mechanisms to contract the project team for specific inputs as required.

Following is an illustrative PSP Project Team consultants and advisors as included in the illustrative pricing for each intervention. PSP Project Team Coordinator (full-time and not directly included in illustrative costs of individual interventions);

- Senior international HICD expert, with experience in educational administration and evaluation (as required);
- Senior international educationalist with experience in implementing an ESWAp (as required);

- Local Specialists with expertise and experience in the education sector in Jordan (as required);
- Local specialists with expertise and experience in re-designing management systems (as required);
- Support services including administrative staff to handle logistics; writer/graphics staff to produce documentation, process analysis and working materials; financial staff; and translator (as required).

The PSP Project Team Coordinator will work directly within the MOE, embedded with the Directorate of Planning or report directly to the Minister or Secretary General. The function of this position is to work with the MOE to implement the PSP by providing experience with best practices especially regarding the mechanisms of the ESWAp. In this role, the PSP Team Coordinator would also work closely with the Ministry of Planning and International Cooperation on the education portion of their portfolio. The project team's focus is on the coordination and phasing of the envisioning and framing the ESWAp which constitutes the planning process, as well as the changes determined to assist in the realization of the plan in organizational structure, key processes, communications and information flow, and monitoring.

The timing and flow of the individual interventions is dependent on the education sector institutions' and the MOE's priorities during the decision-making process. A parallel issue is the response required of the MOE to provide educational services to refugee children. This will affect both the immediate and mid-term planning, and will inform the data needed to develop plans that are long term.

The effective implementation of the PSP implies the following assumptions:

- All interventions undertaken by HICD-R are consistent and an integral part of MOE's Strategic Plan and ERfKE II program.
- A timely procurement of a PSP Project Team Coordinator is completed.
- Local service providers with good skills and experience are available to assist in implementation activities.
- The technical assistance and training developed by the international and local service providers are relevant and appropriate in addressing the identified needs/gaps.
- During the PSP implementation process, gender balance will be considered.
- The MOE has the available attention and absorption capacity for various technical assistance/coaching activities. The progress markers and performance indicators will need to be built into a performance M&E system embedded within the MOE and linked to USAID reporting once the PSP is approved and put in place.
- USAID, the implementing contractor, and the MOE will formally meet on a regular basis to discuss and refine the implementation of PSP.

## NOTES ON PRICING CONSIDERATIONS AND OPTIONS

The Performance Solutions Package (PSP) includes illustrative pricing for each intervention. The sample budget, submitted as a separate excel file electronically, includes pricing options with estimated levels of effort and other direct and indirect costs. **In addition, the budget outlines both an international and a local pricing option, since a number of potential donors and/or partners will potentially fund various interventions including the MOE, USAID, and other donors and partners.**

The illustrative pricing budget is not intended to be utilized expressly by one entity. Rather, as a menu of options that can be shared by a number of donors in concert with the MOE. The illustrative budget includes pricing options with detailed notes on the assumptions used to derive at the costs included, so that donors and partners can make informed decisions when reviewing cost considerations.

In the sample budget, dTS has included costs to enable the USAID, the MOE and other potential donors and partners to understand how the interventions were priced. Taking into account the different funding entities responsible for the possible implementation of the interventions, dTS has structured the budget by using two possible scenarios. The first scenario incorporates a mix of both expatriate and local consultants, and the second scenario proposes the utilization of local staff only. This was done, since the potential donors for each intervention will determine whether or not to include international or local expertise based on a number of considerations.

In terms of direct labor, international rates are based on the USAID maximum daily rate at \$635.77. Cost savings can be realized by contracting candidates that have lower daily rates. Local labor was also calculated for the purposes of this illustrative pricing budget based on the maximum daily rates for local compensation as approved by USAID in country. In order to achieve additional cost savings, donors can identify candidates with lower rates, and/or the lower, local option of pricing can be selected based on availability of expertise.

Per diem and allowances amounts were calculated based on current State Department Foreign Per Diem rates. Allowances are also calculated based on approved levels currently provided for expatriates in Jordan, including danger pay and post-differential on those interventions requiring more than 43 days in country. Cost savings can be realized by utilizing lodging at lower rates.

Travel and Transportation calculations are based on an average of travel costs based on FAR and the applicable travel regulations. It is important to note, however, that international travel can be greatly diminished with advance purchase and/or use of regional consultants. For In-Country Travel, the illustrative pricing includes a plug figure of \$600 to cover both taxis and rental cars during in-country assignments.

Other Direct Costs are budgeted for communications, translation, interpretation services, supplies and reproduction costs, while taking into consideration that, depending on the nature of the intervention, some of these costs will not be necessary, or could be reduced based on specific needs at the time of the intervention.

Some of the interventions do not require a budget because of their scope, which, in some cases can be integrated into current MOE planning and organizational processes. In these instances, it is mentioned in the budget line that costs are not applicable (N/A).

Finally, the overhead, general and administrative (G&A), and fees included in the illustrative pricing for each intervention have been included as an average based on industry standards and are not directly related to any single company or entity.

# APPENDICES

## APPENDIX A. MATRIX OF PERFORMANCE SOLUTIONS INTERVENTIONS (PSP)

Key Area 1: Envisioning the Education Sector-Wide Approach	
<b>Intervention 1.A: Facilitate a dialogue at the executive level to identify specifications for the sector-wide approach to improving the delivery of quality education specific to the Kingdom of Jordan context.</b>	
<p><b>Recommendation 1.a.1:</b> Facilitate resolution at GOJ level to balance priority and allocate resources for three valid <i>and</i> competing strategic <b>objectives:</b> 1) increasing employment, 2) responding to citizen’s requests/issues, and 3) improving the quality of education so that graduates are prepared for their next step.</p>	<p><b>Additional information:</b> 80-90% of MOE and university faculty budget is committed to recurring expenses (salaries), increased administrative numbers not linked with improved performance. MOPIC may be best unit to facilitate this.</p>
<p><b>Recommendation 1.a.2:</b> Conduct “futuring” workshop to move toward to a performance-oriented planning process (shifting from a focus on processes, activities and tasks to focus on results of the sector) – an ‘<i>outside in</i>’ approach, from the less effective ‘inside out’ approach.</p>	<p><b>Additional information:</b> Envision in detail and with what results the delivery of quality education would include:            impact → outcomes (strategy) → outputs (operational) → key processes and tasks (tactical) → inputs (logistical) + (external) conditions and organizational culture reframed to support new strategy. To include all players in education sector.</p>
Key Area 2: Framing the Education Sector-Wide Approach	
<b>Intervention 2.A: Articulation of status quo, desired situation, and identification of performance gaps.</b>	
<p><b>Recommendation 2.a.1:</b> Undertake Jordan Education <b>Sector-wide</b> Situation Analysis which articulates status quo, desired situation, and identification of performance gaps, with emphasis on outcomes required.</p>	<p><b>Additional Information:</b> To include all education services and workforce development ministerial representatives.</p>

<p><b>Recommendation 2.a.2:</b> Identify scenario and contingency plan(s) to respond to regional conflict regarding provision of education programs/access to public education system for Syrian refugee population.</p>	<p><b>Additional information:</b> Current regional crisis is disrupting the normal planning and budgeting process; as this is a dynamic situation, a template of scenarios prepared for action.</p>
<p><b>Intervention 2.B: Align strategic directions and policy dialogue based on situational analysis.</b></p>	
<p><b>Recommendation 2.b.1:</b> Prepare an integrated national education sector plan which incorporates all components of education system: kindergarten through secondary, higher education, non-formal and adult education, as well as staffing inputs from university faculties.</p>	<p><b>Additional information:</b> National Strategic Education Plan creates a policy framework centered on issues discussed in situational analysis. Plan validates challenges and assumptions with resources required.</p>
<p><b>Recommendation 2.b.2:</b> Rationalize student management policies for review to ensure policies provide support to quality learning environment.</p>	<p><b>Additional information:</b> Automatic promotion is a policy which school, parents and FD education noted as needing review/rationalization, e.g, identification of critical grade levels ways where automatic promotion should be flexible.</p>
<p><b>Intervention 2.C: Design prioritized sector-wide education development plan.</b></p>	
<p><b>Recommendation 2.c.1:</b> Facilitate a coordinated education sector plan through an integrated planning process with all key stakeholders (Ministries of Education, Higher Education, Labor, and Social Development); all intertwined education sector entities (NCHRD, Faculties of Education); technical, professional and vocational education; and major donor development partners.</p>	<p><b>Additional information:</b> Education sector strategic objectives assigned to mandated organization; maintain meshing of information flow, specifications of service area and services.</p>
<p><b>Recommendation 2.c.2:</b> Ensure inclusion of school and FD data (bottom-up participatory information) in sector-wide planning process. Information gathered through SIDP provides basis for the “voice of the community, teacher, principal and supervisor” to be integrated into system-wide decision. Three factors: 1) respond to immediate situation; 2) mid-term situation and 3) long-term situation.</p>	<p><b>Additional information:</b> Best practices require that those who deliver services must be involved in program design. This inclusive approach will help avoid deciding on solutions before blockages (for staff to do their job to expectations) are identified.</p>

<b>Intervention 2.D: Implement a comprehensive Monitoring &amp; Evaluation framework, to monitor and evaluate ESWAp strategic implementation plan.</b>	
<b>Recommendation 2.d.1:</b> Develop comprehensive monitoring tool and evaluation mechanism, with defined indicators and stage focused training for widespread use.	<b>Additional information:</b> Although there are indicators listed in the National Strategic Plan there is no accompanying monitoring and evaluation framework/plan for reporting on the indicators. Indicators need definition, data source, data collection and analysis, timeframe for data collection, and yearly targets. Capacity building to ensure consistency in data collection, analysis and usage across the system. Design should utilize cross-functional project teams.
<b>Intervention 2.E: Link ESWAp to Medium-Term Expenditure Framework and Performance and Disbursement Plan of Externally Funded Projects/Programs.</b>	
<b>Recommendation 2.e.1:</b> Restructure the internal MOE budget prioritization process from MOE parameters to the FDs. Use rounds of feedback to rank order priorities. This will allow for discussions and decisions regarding funding decisions in the districts.	<b>Additional information:</b> While field level units (schools, FDs) provide initial requests for budget support, they are not included in subsequent re-prioritizations by the level above them and only see the final approved budget months later, affecting normal operations.
<b>Recommendation 2.e.2:</b> Link funding directly to achievement, measured by performance indicators, down to the FD level. While the budget formats currently include performance indicators, these are not explicitly linked (monitored and evaluated) to the funding levels and field units.	<b>Additional information:</b> Budgets drafted separately from performance indicators. Budgets are generally incremental with 3-4% annual increases. There is a lack of funds for non-personnel resources and tools. Current crisis demands on GOJ budget interrupting normal budget/planning process and requires scenario planning to deal with the reality of the external conditions.
<b>Intervention 2.F: Identify capacity constraints and plan to mitigate the constraints.</b>	
<b>Recommendation 2.f.1:</b> Develop Capacity Constraints and Plan to Overcome the Constraints that reflect the harmonization and alignment of ESWAp objectives.	<b>Additional information:</b> ESWAp is by definition complex requiring open and frequent communication exchange and monitoring in order to identify and resolve issues and blockages that arise (unintended) from changes and program implementation.
<b>Intervention 2.G: Re-align roles and responsibilities for Central and Field Directorate levels to ensure effective implementation and monitoring of ESWAp.</b>	

<p><b>Recommendation 2.g.1:</b> Facilitate participatory development of roles and responsibilities of partnerships with MOE. This includes: 1) development partners; 2) civil society, 3) NGOs, 4) unions, and 5) other participants.</p>	<p><b>Additional Information:</b> As part of contextualizing the ESWAp to the Jordanian environment, roles and responsibilities of each partner in a sector-wide approach should be identified with specifications on expectations and deliverables.</p>
<p><b>Recommendation 2.g.2:</b> Develop PPP framework to ensure private sector activities fulfill performance gaps as identified by MOE, FDs and schools. Move PPP from supply-driven to demand-driven (grassroots identified needs) PPP activities.</p>	<p><b>Additional Information:</b> Components of the framework includes: 1) identification of education systems which correspond to potential PPP involvement; 2) PPP parameters (e.g., roles and responsibilities of private sector), 3) assessment of PPP activities for quality and potential for expansion; and 4) mechanism for institutionalization of pilots. Both an iterative process and <i>renewable</i>, as any program must be refreshed and re-aligned as external and internal conditions evolve.</p>
<p><b>Intervention 2.H: Sign a memorandum of understanding regarding vision and operation of ESWAp and other relevant points.</b></p>	
<p><b>Recommendation 2.h.1:</b> Develop agreement based on template of tactical level (processes and tasks) between the government and the development partners which lays out review meetings, roles of management committees, documentation required, vision of ESWAp and other functional points.</p>	<p><b>Additional information:</b> This ensures clear expectations and documents all key implementation elements, assigning deliverables and putting a monitoring process in place.</p>
<p><b>Intervention 2.I: Conduct periodic joint appraisal and review process.</b></p>	
<p><b>Recommendation 2.i.1:</b> A joint appraisal undertaken by the government and development partners to monitor the progress of the strategic objectives, annual workplans, expenditures, etc.</p>	<p><b>Additional information:</b> Provides for periodic feedback on progress and status, lessons learned, and allows for re-direction of program emphasis and funding. Both external and internal factors will modify specific requirements over time.</p>
<p><b>Key Area 3: Operationalize the Education Sector-Wide Approach</b></p>	
<p><b>Intervention 3.A: Cluster line directorates into key processes and add management level to perform vital responsibilities, e.g., Curriculum and Textbooks, Examinations and Testing and Education Training Center all linked/integrated.</b></p>	

<p><b>Recommendation 3.a.1:</b> Conceptualize annual (integrated) program of work that includes targets and budget lines. Clustering promotes cross-functional work products to improve work flow and outputs (as recommendations below outline).</p>	<p><b>Additional information:</b> For example, restructuring the administrative (sign off/approval) function to a performance task (expectations, specifications, monitoring, deliverables, allocation of resources, coaching) all toward accountability on performance (doing the right things well to achieve completion of deliverables to specification) = results.</p>
<p><b>Intervention 3.B Link kindergarten and early grade curricula</b></p>	
<p><b>Recommendation 3.b.1:</b> Link kindergarten curriculum with early grade learning (grades 1-3) curricula.</p>	<p><b>Additional information:</b> While this is occurring within projects supported by donors, a policy level decision by the MOE needs to be made to deliberately link the curricula.</p>
<p><b>Intervention 3.C: Create rationalized and unified examination/test framework.</b></p>	
<p><b>Recommendation 3.c.1:</b> Rationalize examinations and tests; create unified examination and tests framework. Rationalization of multiple examinations by neutral body, e.g., a working group made up of university faculty of education staff forms the basis for a unified framework for evaluation.</p>	<p><b>Additional information:</b> Directorate of Examinations and Testing proposes a working committee, made up of a variety of stakeholders, including curriculum and measurement specialists from within MOE and other education organizations, ETC trainers, universities faculties of education, and exemplary teachers and supervisors.</p>
<p><b>Intervention 3.D: Revise curriculum to ensure specific employability learning outcomes.</b></p>	
<p><b>Recommendation 3.d.1:</b> Reduce the student backpack: revision of curricula to ensure specific learning outcomes tied to future employability. Universally teachers and education staff interviewed agreed that an <i>overloaded curriculum with insufficient grounding in foundational subjects, in particular literacy and numeracy</i>.</p>	<p><b>Additional information:</b> To date curriculum remains heavy (e.g., seven subjects at grade 1) and remains focused on completion with limited flexibility/focus on ensuring understanding of learning outcome.</p>
<p><b>Intervention 3.E: Effect change management as a complementary and supporting process to implementing the education strategic plan.</b></p>	
<p><b>Recommendation 3.e.1:</b> Set of information and communication activities to support ESWAp implementation, e.g., (information as a tool), with community, teachers and principals, and all other participants.</p>	<p><b>Additional information:</b> The principles of effective organization change are often set aside in favor of focus on technical improvement. The involvement of staff (entire sector, at all levels) and communicating and feedback is essential at each step. This reduces potential subversion or created misalignments and will maximize cost/benefit of implementation.</p>
<p><b>Intervention 3.F: Link education professional development to university system.</b></p>	

<p><b>Recommendation 3.f.1:</b> Link MOE Professional Development Frameworks (teachers and educational leadership) with universities’ faculties of education curricula. Initial work has begun in this area with universities reviewing and reorganizing curricula to align with early childhood standards.</p>	<p><b>Additional information:</b> USAID has a 50-year – successful and sustainable – track record using partnerships – with especially noted specifications to the design and implementation of the partnerships. These are minimally useful if done with ad hoc short-term interventions, usually around curricula development or faculty exchange. Must be written by the Jordanian faculties and NOT international faculty; opportunities for exchange at all levels (admin, faculty, students, research, etc.); embed 1-2 doctoral scholarships, 2-3 master’s scholarships; identify potential PPPs.</p>
<p><b>Key Area 4: Strengthen Supportive Education Processes</b></p>	
<p><b>Intervention 4.A: Improve managerial performance.</b></p>	
<p><b>Recommendation 4.a.1:</b> Conduct job analysis to enhance and improve managerial performance (to lead to better results). Identify expectations of managers/supervisors and provide a guided, facilitated process that incorporates OTJ (linked to project management/implementation) training, coaching, problem solving and modeling.</p>	<p><b>Additional information:</b> With rationalization, de-concentration, certification and curricula improvements; the job of manager is also changing. Requirements of an ESWAp suggest this is a critical area for review and enhancement.</p>
<p><b>Recommendation 4.a.2: Use project management</b> (promoting cross-functional teams and the principles of performance-based project management to anchor management principles which the ESWAp requires. Facilitate this process, embedding the training in performance management’s skills and tools.</p>	<p><b>Additional information:</b> Project management skills form the basis of manager’s job. To implement the strategic/operational plans, skills in project management are essential. An embedded team should facilitate the mechanism while providing training, coaching and feedback on the knowledge and skills necessary to manage projects effectively.</p>
<p><b>Intervention 4.B: Implement decentralized hiring practices in MOE.</b></p>	
<p><b>Recommendation 4.b.1: Mitigate issues and ramifications of changes with resolution of hiring authority.</b> In February 2013 GOJ announced hiring of education staff will be turned over to MOE: Guidelines for implementation and monitoring aligned with objectives and specifications must be developed.</p>	<p><b>Additional Information:</b> Guided decentralization – it is important to understand that “decentralization” and “de-concentration” are MEANS → to what end? Neither term nor approach contributes anything valuable in and of itself: it is contributory to a better performing organization. This must link to hiring practices and expectations for performance agreed upon.</p>

<b>Intervention 4.C: Strengthen university linkages with public education and re-link university faculties of education to educational system.</b>	
<p><b>Recommendation 4.c.1: Organize University Faculties (of Education) Partnerships</b>, Matching 1-3 faculties of education (international) with 2-6 Jordanian university faculties (2 faculties in each region). Specifications MUST include: formulate for a 10- to 20- year period/fund for 3-5 years; priorities must be written by the Jordanian faculties and NOT international faculty; opportunities for exchange at all levels (admin, faculty, students, research, etc.); embed 1-2 doctoral scholarships, 2-3 master’s scholarships; identify potential PPPs. Leverage funding to apply for other funds based on research, program development, and innovation.</p>	<p><b>Additional information:</b> USAID has a 50-year – successful and sustainable – track record using partnerships – with especially noted specifications to the design and implementation of the partnerships. These are minimally useful if done with ad hoc short-term interventions, usually around curricula development or faculty exchange. Starting point is the Jordanian concept – what are their priorities?</p>
<p><b>Recommendation 4.c.2: Organize Community College Partnerships</b>, Matching Balqa Applied University + network of community colleges. Specifications MUST include: formulate for a 10 to 20-year period/fund for 3-5 years; priorities must be written by the Jordanian faculties and NOT international faculty; opportunities for exchange at all levels (admin, faculty, students, research, etc.); embed scholarships; identify potential PPPs. Leverage funding to apply for other funds based on research, program development, and innovation.</p>	<p><b>Additional information:</b> Well-designed partnerships have an excellent track record, if developed effectively. These are minimally useful if done with ad hoc, short-term interventions, usually around curricula development or faculty exchange. Starting point is the Jordanian concept – what are their priorities?</p>
<b>Intervention 4.D: Performance support to education union.</b>	
<p><b>Recommendation 4.d.1:</b> Support Jordan Teacher’s Association (JTU) in association management to enhance management, provision of services (to union members) and technical role and responsibilities vis-à-vis MOE, leadership and member services, advocacy.</p>	<p><b>Additional information:</b> After a 60+ year hiatus, JTU has been revived at both national and governorate levels. With membership of all 148,000 teachers, keep focus on policy, technical and re-professionalization of education.</p>
<b>Intervention 4.E: Improve learning environment in boys’ schools; reduce violence in boys’ schools.</b>	

<p><b>Recommendation 4.e.1:</b> Deploy female teachers in boys’ schools in grades 1-6. Schools initiate this feminization of the teaching cadre in boys’ schools at grade 1, each year adding a grade level, to allow both learners and parents to become oriented to the new trend. This provides both motivated as well as a nurturing teaching cadre. In part, this is a potential to help counter violence in boys’ schools.</p>	<p><b>Additional information:</b> Violence in boys’ schools is increasing with a central reason attributed to limited interest/motivation among male teachers (“it is a job to pay the bills”). Much of the lack of motivation is built into the process of assigning students with low exam scores to faculty of education.</p>
<p><b>Intervention 4.F: Strengthen Human Resource System.</b></p>	
<p><b>Recommendation 4.f.1:</b> Strengthen human resource system through updated software and linked into new open access EMIS.</p>	<p><b>Additional Information:</b> The HR function and management responsibility is overloaded with personnel requirements. HR needs to be freed to become a more strategic partner in Human Capital planning and organizational support. Currently the hard copy file of each employee of the MOE is stacked around the office, difficult to track, plan or create strategy.</p>
<p><b>Intervention 4.G: Embed “knowledge management” approaches within MOE: information becomes a tool utilized.</b></p>	
<p><b>Recommendation 4.g.1:</b> Establish a management responsibility to embed knowledge and skills contributed to education <b>system</b> by internal and international donor programs into the processes, with corresponding resources as determined appropriate for sustainability and performance improvement.</p>	<p><b>Additional Information:</b> It is very easy to lose improvements once advisors and funding are ended; embedding requires considering the linkages to support the sustainability of improved processes (training, operating procedures, timing and specifications linked to deliverable, clarifying value to unit who will utilize the output, etc.</p>
<p><b>Intervention 4.H: Improve awareness of economic sector requirements and value of Technical, Professional, and Vocational Knowledge and Skills.</b></p>	
<p><b>Recommendation 4.h.1:</b> Public information campaign for heightened awareness of opportunities and value to the economy of vocational-technical education tracks/streams. Promote increased awareness, in particular for females, of viability of vocational-technical education opportunities as an economic driver.</p>	<p><b>Additional information:</b> Responsibilities of technical, professional, and vocational jobs not well understood by many with limited exposure to new and developing industries or value to economic development. VEC has especially had success with this targeting potential students and parents. There is also a need to extend this information to the broader education sector to improve understanding and value of technical/vocational education. Academic track must be parallel, not superior. Also combats job segregation based on incomplete information. European programs (both those with ongoing quality and those which are being revitalized) may serve as model.</p>

## Key Area 5: Optional Short-Term Technical Assistance

<p><b>Recommendation 5.1:</b> Conduct a special project to develop, inform, and standardize pre-procurement protocols for contracting services and issuing project proposals by the MOE, to be based in the Legal Directorate.</p>	<p><b>Additional information:</b> This is a skill set that will assist the MOE prepare for both ESWAp and outsourcing and contracting services. Ideally the procurement process will include specifications developed and approved by cross-functional teams, ensure interests of MOE, set up monitoring program, resolve what and how the knowledge or skills should be embedded into MOE processes, etc.</p>
<p><b>Recommendation 5.2:</b> Put into place a Records Management and Knowledge Management process. Develop a database, storage, retrieval process, with easy-to-access entry into the system.</p>	<p><b>Additional information:</b> The system should be linked to the EMIS open access platform, currently under construction by UNESCO. Reports, documents, evaluations, assessment results, etc., are produced by various bodies and delivered to the MOE. Differentiate actionable reports compared to reference reports. Information treated as a tool, as advisory and actionable reports are discussed with potential users for their ease of use.</p>
<p><b>Recommendation 5.3:</b> Coordinate a series of roundtable discussions among elemental organizations within the education sector (all) and employer groups. As part of the re-professionalization efforts, the rationalization efforts, and the effectiveness of the education system to result in qualified graduates; present education as an interest and responsibility of all. Develop support and input from a wide sector of the community.</p>	<p><b>Additional information:</b> There is a constant need to promote community support for education. Education is both a value in itself, and a means to promote economic and social development. Engagement is beneficial.</p>

## APPENDIX B. SUGGESTED TIMELINE OF PERFORMANCE SOLUTION PACKAGE IMPLEMENTATION

Performance Solutions and Interventions	Timeline	Responsible Party	Expected Results/Outcomes
<b>Key Area 1: Envisioning the SWAp (Year 1).</b>			
<b>Short Summary of Issues:</b> Ad hoc and add on = chaos. Multiple programs without clear linkages limit overall quality and efficiency of education system.		<b>Broad Results:</b> Move from a SIP to a Sector-Wide Approach.	
<b>Key Findings:</b> Perception is a collection of individual entities (directorates, national and international education entities, etc.) as opposed to a coordinated integrated education sector.			
<b>Intervention 1:</b> Senior management dialogue on how to contextualize SWA—mechanisms and processes—specific to Kingdom of Jordan context. Conduct “futuring” workshop (externally facilitated) to recalibrate role of education in social and economic development.	Year 1	MOPIC, MOE Sr. Management Team ----- Sr. Education Expert STTA	<b>Outcome:</b> Roadmap for SWAP (Jordan context).
<b>Key Area 2: Framing the ESWAps (Years 1 and 2).</b>			
<b>Short Summary of Issues:</b> Elements of SWAp in place, however, pieces do not link or flow from process to process.		<b>Broad Results:</b> Put in place all components needed for SWAp.	
<b>Key Findings:</b> Need to differentiate and realign levels and steps of planning, implementation and monitoring (societal impact, strategic, operational, tactical, and logistical).			
<b>Intervention 2.A:</b> Articulation of status quo, desired situation, and identification of gaps; educational situational analysis.	Year 1	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Report highlights the technical, financial, administrative, and legislative/policy gaps, among others.
<b>Intervention 2.B:</b> Conduct a special refugee assessment.	Year 1	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Report recommending options for providing refugee education support.

Performance Solutions and Interventions	Timeline	Responsible Party	Expected Results/Outcomes
<b>Intervention 2.C:</b> Align strategic directions and policy dialogue based on situational analysis.	Years 1-2	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> National Strategic Education Plan with policy framework centered on issues discussed in situational analysis. Plan validates challenges and assumptions with resources required.
<b>Intervention 2.D:</b> Prepare an integrated national education sector plan which incorporates all components of education system.	Year 1	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Report recommending options for providing refugee education support.
<b>Intervention 2.E:</b> Implement a comprehensive M&E framework to monitor and evaluate strategic implementation plan.	Year 2	Directorate of Educational Planning and Research—EMIS Division /Sr. Education M&E Expert STTA	<b>Outcome:</b> Plan with catalog of indicators (definition, data collection method, data tool, and analysis).
<b>Intervention 2.F:</b> Link ESWAp performance and disbursement plans of external funded projects/programs— this may be part of the MTEF.	Year 2	Directorate of Educational Planning and Research—Budgeting Division	<b>Outcome:</b> Domestic and external finance accounting system (plan) that includes external development funds (and projected assistance).
<b>Intervention 2.G:</b> Identify capacity constraints and plan to mitigate the constraints.	Year 2	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Plan which outlines domain, nature of constraint and proposal to strengthen capacity.
<b>Intervention 2.H:</b> Re-align roles and responsibilities for central and FD levels to ensure effective implementation and monitoring of SWAp.	Year 3	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Education Devolution Guidelines for FD functions.

Performance Solutions and Interventions	Timeline	Responsible Party	Expected Results/Outcomes
<b>Intervention 2.I:</b> ESWAp processes outlined in MOU which includes: review meetings, roles of management committees, documentation required, vision of SWAp and other relevant points.	Year 3	Directorate of Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> MOU signed between MOE and parties agreeing to how SWAp will be managed and monitored.
<b>Intervention 2.J:</b> Conduct periodic joint appraisal and review process.	Year 3	Directorate of Educational Planning and Research	<b>Outcome:</b> A joint appraisal undertaken by the government and development partners to monitor the progress of the strategic objectives, annual workplans, expenditures, etc.
<b>Key Area 3: Operationalizing the SWAp (Year 3).</b>			
<b>Short Summary of Issues:</b> Devolution of authority and responsibility = trust; supervisory skills sets (monitoring, coaching, resource allocation).			<b>Broad Result:</b> Improve efficiency of education system; cluster line directorates into key processes and add management level to perform vital responsibilities.
<b>Key Findings:</b> Silo approach versus cross-functional teams; outputs are defined Directorate/Department; human resource function administrative versus functional.			
<b>Intervention 3.A:</b> Cluster line directorates into key processes. Conceptualize annual (integrated) program of work (workplan) which includes targets and budget lines.	Year 3	Directorate of HR and Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Annual program of work: clustering promotes cross-functional work products to improve outputs as recommendations below outline.
<b>Intervention 3.B:</b> Effect change management as a supporting process to implementing the education strategic plan.		Sr. HICD Expert STTA	<b>Outcome:</b> Organization changes and operational actions implemented as planned.
<b>Key Area 4: Strengthen Supportive Education Processes.</b>			
<b>Short Summary of Issues:</b> Specific processes are weak and impact education results.			<b>Broad Results:</b> Weak areas in overall education sector are strengthened resulting in overall higher system performance.
<b>Key Findings:</b> Linkages not present between inputs and processes; resolution of hiring authority (mechanisms need to be defined).			

Performance Solutions and Interventions	Timeline	Responsible Party	Expected Results/Outcomes
<b>Intervention 4.A:</b> Improve managerial performance. Conduct job analysis to enhance and improve managerial performance (to lead to better results).	Year 1	Directorate of HR/Sr. HICD Expert STTA	<b>Outcome:</b> Delegation, agreeing on expectations and specifications, monitoring activities, delivering completed subtasks, etc., is the core of performance-based project management.
<b>Intervention 4.B:</b> Resolve hiring practices and regulations among civil service, MOE, FD, and schools.	Year 2	Directorate of HR/Sr. HICD Expert STTA	<b>Outcome:</b> Hiring decisions decentralized closer to the job.
<b>Intervention 4.C:</b> Heighten integration and access to expertise in university faculties; re-link educational system faculty partnerships within regions.	Years 2-3	Sr. HICD Education Expert STTA	<b>Outcome:</b> Improved expertise of faculty staff.
<b>Intervention 4.D:</b> Performance assessment and technical assistance support for the development of JITU management system.	Year 1-2	JTU Management/Sr. HICD Expert STTA	<b>Outcome:</b> Define and develop professional and technical role and responsibilities, role vis-à-vis MOE, leadership and member services and advocacy.
<b>Intervention 4.E:</b> Feminization of the teaching cadre in boys' schools (grades 1-6) to reduce violence.	Years 2-3	Directorate of HR and Educational Planning and Research/Sr. Education Expert STTA	<b>Outcome:</b> Plan for female teaching cadre in boys schools; reduced violence over time.
<b>Intervention 4.F:</b> Implement a Management Information System.	Years 3-4	Directorate of HR and Educational Planning and Research/Sr. HICD Expert STTA	<b>Outcome:</b> Management ability to take decisions based on up-to-date operational information.
<b>Intervention 4.G:</b> Embed "knowledge management" approaches within MOE.	Years 4-5	Directorate of HR and Educational Planning and Research/Sr. HICD Expert STTA	<b>Outcome:</b> Staff able to retrieve and put into practice previously vetted knowledge and applications.

Performance Solutions and Interventions	Timeline	Responsible Party	Expected Results/Outcomes
<p><b>Intervention 4.H:</b> Conduct a public information campaign to heightened awareness of opportunities and value to the economy of vocational-technical education tracks/streams.</p>	<p>Years 2-4</p>	<p>Sr. Education Public Communication Expert STTA</p>	<p><b>Outcome:</b> Information Campaign that promotes increase awareness, in particular for females, of viability of vocational-technical education opportunities as an economic driver.</p>

## APPENDIX C. ILLUSTRATIVE PERFORMANCE INDICATORS<sup>21</sup>

This table provides illustrative performance indicators for each of the key finding areas. These are provided to be used by MOE during the ESWAp planning phase as a basis for selection of the final approved key indicators by the management team. The final selection of indicators will then be used in the design of the M&E system to provide for data collection as well as defining baselines and targets.

Key Areas for Intervention	Performance Indicators	Unit of Measurement
<b>Key Area 1: Envisioning the ESWAp.</b>		
	Resource allocation decisions taken.	Level of budget funding per areas.
	Futuring process completed.	Report approved and published.
<b>Key Area 2: Framing the ESWAp.</b>		
	Situational Analysis conducted.	# of studies undertaken
	Policy/strategic direction dialogue undertaken.	% of education partners participating in dialogue
	National Education Sector Strategy developed.	% of education partners participating in dialogue
	Education Sector Implementation Plan completed.	% of education partners participating in dialogue
	Aid flows aligned with national priorities (MTEF strategy in place with development partners contributions included).	% of development partner aid which is aligned with national priorities
	Strengthen capacity by coordinated support (Capacity building plan developed and implemented).	% of development partners providing technical assistance in line with strategic implementation plan
	Data availability for planning.	% of data (from the school and FD level) used to develop ESWAp plans
	ESWAp decisions made using data.	Number and type of management functions successfully carried out with M&E data as input
	Encourage shared analysis (Joint Appraisal Review).	% of donor missions to the field which are incorporated into Joint Review
	Number of development partners that undertake mutual assessments of progress in implementing agreed commitments.	% of countries which have mutual assessment reviews in place
<b>Key Area 3: Implementing the ESWAp.</b>		
	These indicators will be developed based on the framing component above.	

<sup>21</sup> Indicators adapted from: UNESCO—Education Policies and Strategies 12, *Education Sector-Wide Approaches: Background, Guide and Lessons*. Paris. (2007) pp. 58-59. <http://unesdoc.unesco.org/images/0015/001509/150965e.pdf>, accessed May 8, 2013.

Key Areas for Intervention	Performance Indicators	Unit of Measurement
<b>Key Area 4: M&amp;E.</b>		
	Data availability for analysis.	% of operational data collected in accordance with M&E program # and type of reports provided
	Management decisions made using data.	Number and type of management functions successfully carried out with M&E data as input
	Data widely used.	# of M&E users % of female users # of analyzes using data User perceptions of usefulness and accuracy

## APPENDIX D. PERFORMANCE GAP ANALYSIS

The Performance Gap Analysis summary table captures the “findings” from the research. The information and analyses are based on the series of questions posed by USAID/Jordan’s Education Sector team; coupled with issues, concerns, priorities and responses of from those interviewed and drawn from previous studies. This table is organized along the lines of the MOE’s strategy document. This has been done to relate this first step to existing considerations. Using the key processes places the discussion at a tactical level. This is important, but importance must still be placed on both the strategic and operational perspectives. Added were two categories: Organizational Culture and Governance, Management and Leadership.

The Governance, Management and Leadership section is extended to management systems, moving toward a systems understanding of organizational dynamics. Organizational culture is a collection of both the formal and informal “ways of doing things.” Whenever there is a significant change in strategy or a “spring cleaning” of redundant or ineffective requirements and tasks, it is usually necessary to relook at the “way we do things.” The organizational culture must support the new approaches, policies, processes, etc., to be aligned and to focus on the value and usefulness of the organization’s output by the organization’s clients.

Based on the analysis of this data, the final reporting of findings and recommendations in the report was transformed into the proposal to implement the ESWAp initiative. This captures all the findings below and provides a systemic solution to address the identified gaps.

Domain	Critical Gap	Intermediate Cause	Status Quo (What is)	Desired Situation
<b>Organization Culture.</b>				
	Control seen as necessary to guard against favoritism and adherence to regulations; information held closely.	Managerial and supervisory roles need clarification and enhancement, especially setting performance expectations, monitoring, feedback and coaching, incentives and information.	Decentralization seen as strategic objective to resolve issues.	Decentralization is means to an end: What end? Decisions made closer to situation are more cost efficient and effective, appropriate levels of authority to match responsibility.
	Orientation is toward internal tasks, not an organizational perspective of cross-functional key processes delivering quality outputs.	Trust and confidence in staff, in the work of other departments and of other agencies weak or ineffective; or necessary to rely on own work.	De-concentration of some administrative function.	Local conditions demand specific applications; decision made upon regulations, levels of responsibility and improved performance requirements.
	Managerial roles vis-à-vis performance requirements need to match strategic objectives and be aligned.	Changes in government and ministerial appointee have	Span of control too wide, focus has to shift to	Span of control and deputy level added, workload rationalized and strategic focus of

Domain	Critical Gap	Intermediate Cause	Status Quo (What is)	Desired Situation
		delayed organizational structure decisions.	administrative requirements.	senior managers becomes priority.
	There is risk and burden in refreshing and improving key programs and processes, and accountability.	Work load, funding, and expectations support “fixes,” expands timeline, delaying job market entry for pre-service teachers.	Programs, solutions <i>added</i> to improve processes and programs, adding cost and complicating job of those who have to deliver.	Key processes and programs must maintain their integrity as complex, whole, changes that must also address the consequences.
	Emphasis is on individual responsibility and production, not on more effective cross-functional processes and results-orientation.	Information and responses are developed within each unit, cross functional problem solving and planning not utilized.	Information not passed on with intent to be used for the next step, with follow-up to ensure use in processes and tasks toward improving performance.	Knowledge management embeds new knowledge, skills, approaches into operating processes; information prepared and passed on to unit to utilize.
	MOE is perceived as unit needing high numbers of staff and able to absorb employees to reduce national unemployment; limits authority of management to focus on performance and allocate resources (budget).	Performance elements not assigned as responsibility or priority: Capacity and Readiness; Tools and Resources; Information; Training and Development; Motivation; Incentives and Consequences.	Human Resources (function) administrative function and monitors, but not a strategic partner in achieving outcomes.	MIS system to improve efficiency and follow-up with all staff; contribute to the incentives and information issues related to career and succession planning; researched opinions on changes in staffing; cooperate with the re-professionalization of teaching profession.
<b>Governance, Management and Leadership.</b>				
Leadership	Focus on functionality and not on overall outcome.	Directorates are not cross-functional; work in isolation.	Coordination of work limited; lack of unified programs.	Directorates coordinate work in annual MOE Program of Work.
M&E Integration	Directorates use silo'd approach in planning,	Control is given to manager, not organizational	Multiple databases with little to no integration.	Consolidated open databases at MOE and FD levels accessible for

Domain	Critical Gap	Intermediate Cause	Status Quo (What is)	Desired Situation
	implementation and monitoring.	process. Lack of agency.		planning, budgeting, information sharing.
FD Rationalization	Conflicting strategic objectives of responsiveness vs. efficiency.	Driven by economics and local concern.	43 FDs; most recent FD driven by economic concerns of local community.	Streamlined decentralized education system: efficient and effective.
	Perception of portfolio does not extend to interlinked and systemic approaches; issues addressed from separate perspectives.	Urgency of issues coupled with focus of each ministry on internal mandates.	Conflicting GOJ strategic objectives—all valid.	Reconciled ramifications of 3 objectives: decrease unemployment, respond to constituency needs, improve quality of education.
	Using form of classic planning, not more powerful systemic planning.	Multiple priorities and multiple efforts, portfolios seen as separate.	Intermixing strategic, operational, tactical plans simultaneously.	Results orientation and systematic planning process.
	Interdependence to produce key deliverables and manage key processes not part of organizational culture or results orientation.	Responsibilities silo-ed.	Pre-proposal Preparation not complete, more energy spent resolving contracts.	Pre-proposal preparation demands cross-functional team for research, specifications, follow-up maintenance requirements, linkages, mitigating consequences of change.
<b>INPUTS: Learner, Teachers, (Principals and Supervisors), Facilities, Budget.</b>				
Teaching Cadre in Boys' Schools	Complex issue which needs locally derived solution.	Breakdown in discipline, respect, and societal change.	Male teachers not as highly motivated/nurturing, in particular at early grade levels.	Feminization of teaching cadre in boys' schools: nurturing, healthy environment.
Early Childhood	Recent priority area on paper, but not in reality.	Minimal budget, less than 1% of overall budget.	ECD de-linked early grades (1-3).	Kindergarten and early grades curricula linked.
Higher Education	Higher education and education seen as 2 spheres.	Series of decisions over decade that limited curricula and engagement	University education faculties output the major input and delinked.	Reinstatement of faculty role in pre-service quality: theory, practice and professionalism.

Domain	Critical Gap	Intermediate Cause	Status Quo (What is)	Desired Situation
		with validation, evaluation, and certification.		
<b>Key Process 1: Curriculum and Assessment.</b>				
Curricula	When curricula are revised, it is complicated, not integrated and complex. Supplementing curricula with more materials to fix core problems and adding cost.	Teachers focus on completion of curricula vis-à-vis learning outcomes; number of students requiring remedial learning support increasing.	Curriculum is on overload; Arabic and mathematics receive insufficient attention at early grades.	Alignment of curricula and teaching materials to students' needs, abilities and life-long development which is flexible and focused on achieving key outcomes.
Assessment	Directorates operating with minimal linkages; focus on task and not outcome.	Unclear how an exam/test findings are incorporated into curricula.	Student achievement level declining.	Unified framework for evaluation; rationalization of exams and tests.
<b>Key Process 2: Support for Learning in Schools.</b>				
Pre-service	Core function of teacher professional development should be linked between universities and public education.	Separation diminishes costs: duplicating functions, increasing costs.	Faculties of education are not involved in professional development.	Harmonized teacher professional development framework (theory, practice and professionalism).
In-service Professional Development	Gap in pre-service teacher preparation; CPD is not outcome focus.	Supply-driven, not demand-driven. Proliferation of teacher CPD programs with multiple content and varying levels of facilitation capacity.	In initial stages of developing standards and frameworks. In-balance in CPD due to lack of database, national training plan for performance.	Harmonized teacher professional development framework (theory, practice and professionalism).
<b>Key Process 3: The Learning Environment.</b>				
Policy-automatic Promotion	Internal efficiency prioritized over student accomplishment.	Insufficient remedial learning support combined with overloaded curriculum and inadequate	Students passing, in particular in early grades, with inadequate grounding in	Automatic promotion policy that allows for flexibility in student repetition with attention given to

Domain	Critical Gap	Intermediate Cause	Status Quo (What is)	Desired Situation
		teacher preparation and development in key skill areas.	foundation skills.	remedial learning safety nets.
<b>Key Process 4: Fiscal Responsibility and Accountability.</b>				
Budgets	There is a lack of field feedback during the iterative budget changes through the approval process.	While field level units (schools, FDs) provide initial requests for budget support, they are not included in subsequent re-prioritizations by the level above them and only see the final approved budget months later.	Field level units (schools, FDs) are not included in subsequent re-prioritizations by MOE.	Promote the internal MOE budget prioritization process through feedback loops to the FDs.
Performance Indicators	Performance indicators that are included in budget documents are not linked to specific funding initiatives.	Budgets are still created separately from performance indicator relationships. Budgets are generally incremental with 3-4% annual increases. There is a lack of funds for non-personnel investments. M&E activities are parallel to financial budgeting and expenditures.	While the budget formats include performance indicators, these are not explicitly linked (monitored and evaluated) to the funding levels.	Performance indicators are linked directly to funding initiatives and outcomes.
<b>Key Process 5: Community Engagement, Partnerships and Linkages.</b>				
Strategic Partnership Frameworks	Management of big picture and details not aligned. Focus on the immediate details—reactive.	Fear of dilution of quality in education services.	No standardized institutional frameworks to guide partnerships: PPPs, universities, unions, etc.	Using ingenuity to solve education issues/challenge; bring in partners to utilize all resources.

## APPENDIX E. HICD ASSESSMENT TECHNICAL APPROACH

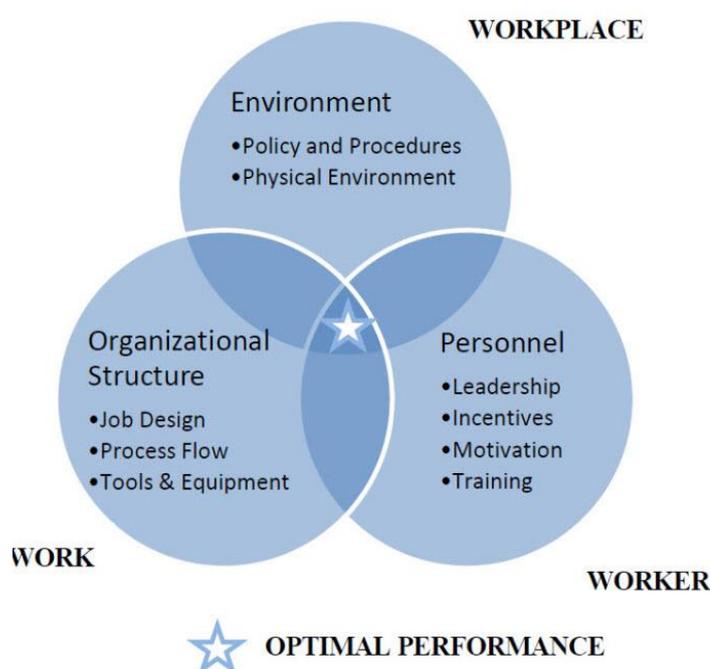
The proposed assessment design and schedule are based on a systemic and systematic analysis of the MOE's performance, detecting where there are gaps in that performance, defining the critical points to monitor, and the identification of specific priority interventions for recommendation to improve the MOE's capabilities to achieve its mission in both an efficient and effective manner.

As indicated in the accompanying graphic, performance in any institution is based on the combined interaction of three overlapping dimensions. These include the environment of the workplace, the structure and design of the work processes, and the level of personnel skills and knowledge.

A comprehensive assessment of the MOE requires a review of all these areas, both separately and as an integrated whole.

The key considerations in an organization's ability to provide its services are:

- Performance specifications based on targets and standards;
- Task support and adequate resources for work processes;
- Consequences for performance (if done well, or if *not* done well);
- Feedback on results to both management and staff;
- Knowledge and skills of personnel to execute work processes; and,
- Individual capacity (of staff, in each position) to learn and implement.



### TO CONDUCT THE ASSESSMENT, THE FOLLOWING WAS TAKEN INTO CONSIDERATION:

1. **The institutional context of the performance problem and the fostering of stakeholder agreement.** Examine the total performance system in which the organization functions, including its mission, goals, strategies, and culture of the organization, and the perspectives of clients and communities. Foster and maintain stakeholder agreement on the objective of the performance improvement process and the plans for addressing performance problems.
2. **Define desired performance in measurable terms as much as possible.** Desired performance takes into account international or national standards and the perspective of stakeholders. The description of desired performance creates a manageable set of objectives for the process that include performance indicators for measurement.
3. **Describe actual performance.** The description of actual performance as it relates to the defined performance is based on observations and interviews of staff members and clients and on review of records and other documents.
4. **Measure or describe the performance gap.** The difference between desired and actual performance is the performance gap.

5. **Find the root causes of the performance gap.** Analyze the reasons for the gap and identify the most basic reasons, or root causes. Root causes should be linked to the performance factors that affect people in doing their work: Information; Resources; Incentives; Knowledge/Skills; Capacity; and Motives. Linking the root causes of performance gaps to specific factors will be instrumental for generating solutions that address the root causes.
6. **Select interventions.** Consider recommendations for performance solutions to address the root cause of performance gaps and the related performance factors; then rank and select these performance solutions (interventions) according to cost, benefit, or other criteria.
7. **Implement performance solutions (interventions).** With support from stakeholders, as needed, the partner organization implements the selected performance solutions maintaining an environment of transparency and managing the change process by consistently communicating the intended results of the interventions to staff and stakeholders.
8. **Monitor and evaluate performance.** The partner organization in consultation with its stakeholders keeps the solutions on track and evaluates performance on an ongoing basis to re-measure the performance gap and assess the effect of the solutions.

**Application to the MOE assessment.** The tasks and objectives set out for this project are ambitious for both the consulting team, and for the MOE management. Accomplishment of the project objectives can be reached with a commitment of focus and appropriate resources. This is one strong reason that the project be carried out by a joint Performance Expert and Field Activity Expert consulting team.

A team approach will bring an efficiency of effort, time, perspective, and applied expertise. Although any individual consultant could present a model of a high performing MOE organization, it is imperative that the *implementation* recommendations be organic to the organization. This demands an understanding of the organization and how best to intervene—to make changes and respond to the MOE's specific needs and dynamics. Working with a team brings broader perspectives and a depth of experience and application. The data analysis and verification within the team will strengthen the approach and yield better recommendations. Time is short: too often a consultant comes with a preferred solution—that may or may not be the best recommendation for the client. In the interest of an effective and durable intervention package, the performance system of the MOE must be understood first. The allotted time for the project demands an efficiency that can best be achieved by focusing skilled professionals on the multifaceted, multilayered task being undertaken.

The following description outlines the technical approach in more detail. It uses the six-step process as identified in the RFP. This is followed by a summary table of tasks and outputs, leading to the results or objectives of this project.

### **Step 1: Preparation and Desk Review (External Environment Assessment).**

The consultant team leader will receive copies of basic information about the MOE; *i.e.*, organization charts, any official organizational documentation, any other reports that can be shared, especially previous donor reports and recommendations—if they exist. Further, any statement, notes relating to the project, or information directly from the management concerning existing organization performance would be appreciated. This reading and orientation should occur prior to arrival. It will also be shared with the other team members. Based on the information in the RFP and the reports provided, the consultant team leader will organize both a draft workplan and the first interview requests. These can then be held in the first few days of the project onsite.

### **Step 2: Target Audience Survey (Peripheral Stakeholder Assessment).**

It will be useful as input for the consultant team to collect survey information from MOE external customers and stakeholders as a portion of the initial investigation. This would include data on both the expectations and satisfaction of these audiences on the current performance level of institutional deliverables.

Collecting this type of information will allow for a baseline indicator of specific areas of current MOE performance from the point of view of external stakeholders. This will allow for more targeted assessment questions during the onsite interviews and focus groups. It will also provide a portion of the performance monitoring and evaluation criteria that will be used to measure ongoing success at the conclusion of the interventions.

Optimally, the external audience survey should be concluded prior to the arrival of the lead consultant. At the latest, it should be completed with results available for review and briefing to the consultant team by the end of the first week in-country.

Upon award of the contract, the consultant will work closely with the project/research team to further qualify the target audience segments, specify questions and areas of investigation, and to consider scenarios for the data collection.

### **Step 3a: Determine current status and clarify critical performance issues.**

In order to propose a strategy for the improvement of performance at the MOE, it is necessary to confirm the objectives and policies, so that the strategy—*the plan to accomplish these objectives and policies*—can be focused on the critical performance issues. Therefore, it is necessary to understand the performance system of the MOE. This step will model the inputs, processes, and problem areas, so that the consultant team can proceed with the next steps to analyze information and propose recommendations. Some of the critical information to be confirmed is listed:

- Determine more specifically the metrics of the critical function, process, and job issues.
- Recruitment, staffing, and retention—target numbers and turnover rates.
- Technical (knowledge and skills) requirements within functional areas.
- Key requirements for success: how do exemplary employees get the job done?
- What are the current (automated or manual) systems used for tracking MIS data?

This will be achieved through a preliminary situation assessment, using discussions with client groups, key MOE staff, and document review. The consultants must establish a value that these approaches can provide for and with the MOE top management team, as well as with key mid-management. The legal framework, the structure of the MOE function, the automation of the key processes, and the implementation of training and/or other appropriate interventions must respond to the MOE's performance system *as well as* mold these so that MOE's operations and systems contribute more effectively to the (cumulative) job of the Minister, and ultimately, to the institution's objectives.

The consultants will use a variety of tools to conduct assessment and verify information; including, for example, charting the existing systems within the MOE and the links with the broader GOJ mapping information flow/relationships and causal relationships, interviewing people with experience at key points in critical processes, ascertaining useful metrics (vs. commonly measured activities, outputs), and other approaches to ascertain and agree upon key gaps in results and the causes or sources of those gaps.

This information will be synthesized to determine the current situation compared to the desired situation. The analysis will also demonstrate the key areas for attention and concern. The experience of this consultant indicates that challenges in government institutions often have less to do with technical skills and functional expertise than it has to do with the unique role that employees have vis-à-vis its clients and

stakeholders. These issues must be understood if the strategy developed will have any success, in line with corporate management principles.

This assessment phase is the critical element of the project. The steps and tools are easy to list, and difficult to analyze. The HICD consultant will base analyses on a deep and successful background in transitional society institutional capacity building, the practical knowledge of and consulting with institution management and organizational executives, experience within the region, previous experience working with training and education sectors, and successful consultation in terms of assessments and design of performance interventions with special emphasis on developing, delivering and maintaining effective internal capacity building programs.

### **Step 3b: Analysis and modeling of the MOE.**

This step will take the analyses done and use them to hone the *model* of a professional management operation to the unique demands, challenges, and status of the MOE. It will also outline the specific strengths and organizational blockages that must be resolved so that structure and legal framework, parameters of a performance strategy, and information/feedback processes can be designed and implemented successfully. This will include the facilitation of a discussion with MOE of the most important priorities from its point of view, what resources are reasonably available internally to support changes, and how any recommended interventions can be integrated with ongoing internal momentum.

The nature of organizational systems is such that systematic analyses are done in “rounds,” or ever more focused research to determine first the performance gap, and then the source of the problem. During this time, there may be follow-up interviews, information checking, and probing into the challenges or blockages of key processes. In terms of the project, this will help confirm that the set of most effective and most cost-efficient solutions are formulated. A professional intervention strategy must include policies and means to tackle organizational blockages and disincentives, which are inherent in any evolving organization.

The consulting team has the responsibility for identifying the set of solutions that will result in the best performance at reasonable costs—of time and money—yielding the quality at acceptable levels. Part of this process is, generally, analysis of the knowledge gaps (individual or workgroup) vs. the process or *organizational* policies and procedures that block performance.

### **Step 3c: Prepare the findings, strategy and recommendations for action.**

The final step in the delivery of the consultation provided will be to document the findings of the assessment. This will include the recommendation of an Intervention Package as well as illustrative Performance Monitoring and Evaluation Indicators as specified in the deliverables section.

This will be accomplished based on the consultants’ extensive experience in terms of both designing and improving institutional operations and, especially, in the context of the requirements of the region. It is imperative that an external model not be imposed on the MOE. Rather, an organic, integrated operational strategy must support the goals and objectives, the context and requirements of the MOE.

### **Step 4/5: Incorporation of review comments/full input from MOE.**

The initial draft of the report is shared with USAID and MOE for review and suggested revisions. The report is finalized and presented to the stakeholder group. The draft Intervention Package is closely reviewed by the MOE to define specific priorities, sequence, and resourcing of the selected interventions.

**Step 6: Implementation of the Intervention Package.** Based on the intervention recommendations, USAID and HICD will decide the resources and timing of those interventions selected to be implemented

with the MOE. Technical assistance will be procured according to approved procedures and the interventions conducted in partnership with MOE management.

**Step 7/8: Exit Performance Evaluation.**

At the conclusion of the intervention package implementation, an evaluation of the overall MOE performance will be conducted to compare changes in results from the start of the project. The consultant will work with USAID to recommend the evaluation methodology and relevant timeframes for specific indicators to be measured.

Likewise, the consultant will work with the independent local research company to design and implement a follow-up external audience survey for comparison with the initial survey of expectations and satisfaction (if conducted).

## APPENDIX F. ASSESSMENT CONTACTS

Organization	Name	Job Title
Ministry of Education	Dr. Wajeh Oweis team from MOE	MOE Minister
	Mr. Kamal El-Waked	Managing Director of Procurement
	Mr. Abdel Aziz Hindawi	General Manager of Finance
	Mr. Hesham Ibrahim Abu-Khashabeh	Head, Directorate of Budgeting, Planning
	Mr. Emad Abu Awad	International Tendering Section Head
	Mr. Mohammad Al-Manseer	Financial Controller, Finance Department
	Dr. Mohammad Ahmed Abu Ghazleh	Managing Director of Planning and Educational Research
	Ms. Firyal Aqel	Executive Director of DCU
	Mr. Sami Salaytah	Director of Human Resource Directorate
	Issa Ma'yah Dr. Mayassar and team	Managing Director of Directorate and Examinations and Testing
	Wafa Abdallat	Managing Director of Curricula and Textbooks
	Dr. Mohammed Zou'bi Amal Abu Shihab	Managing Director of ETC Director of Educational Training
	Mr. Mohammed Alnsour	Managing Director of Building and International Projects
	Dr. Alia Arabiyat, and Ms. Samira Jabr	Early Childhood Education Unit
	Mr. Saleh Alkhalayleh	Directorate of General Education
	Mr. Khalil Ghourani, Mr. Ali Zaidan, Bassam Habhbeh	Head of Learning Disabilities Directorate of Special Education
Ms. Suzanne Aqrabawi	Board of Education	
<b>Field Directorates</b>		
Rosafah—Zarqa Governorate	Mo'men Abu-Hamdan	Supervisor—Art
	Mohammad Abu-Baker	Teacher—Arabic
	Ahmad Fathi	Teacher—Math
	Abdullah Al-Momany	Supervisor—Arabic
	Salah Ghanem	Supervisor
	Khawla Abu Al Haijah	Director of Field Directorate

Organization	Name	Job Title
	Haidar Mohammad Ahmad	Supervisory and Technical Support Section Head
	Ahmad Armoush	General Education and Students' Section Head
<b>Zarqa (1)</b>	Nawaf Doughmi	FD Director
	Ahmad Ata	Head of Counseling
	Ashraf Alashkar	Head of General Education
	Mohd Share	Head of Educational and Technical Affairs
	Basem Mazahreh	Head of Monitoring
<b>Ramtha, Ramtha Governorate</b>	Nabil Smeerat	Director of Ramtha Directorate
<b>Irbid\Irbid 3 (Altaybeh and Alwasatyeh) Directorate</b>	Fawaz Tamimi	Director of Irbid 3 Directorate
	Dr. Ali Algrood,	Technical Director
<b>Amman (1) Shumaisani—Amman Governorate</b>	Abdul Kareem Al-Yamani	Director of Field Directorate
	Rasheed Abbas	Educational and Technical Affairs Section Head
<b>Aqaba</b>	Jameel Shuqerat/his assistant Mahasen	Director of Education Field Directorate
<b>Wadi-El Seir—Amman Governorate</b>	Hayel Alda'jeh Managing	Director of Field Directorate
	Amal Aqel	Director of Administration and Finance
<b>Schools</b>		
<b>Rosaifah/Zarqa Osaid Bin Khodair—Primary and Secondary School for Boys</b>	Ahmad Kawasmeh	Principal for Primary School
	Mohammad Aqeel Al-Ojaibi	Principal for Secondary School
	Mohammad Al-Sais	Educational Counselor
	Adnan Omar	Art Teacher
<b>Rosaifah/Zarqa Tamador Bint Amr-Primary School—Mixed</b>	Tagreed Hanna	School Principal
	Kefaya Mohamad Omar	Principal Assistant
	Khalid Issa Abu-Mosa	FD Religion Supervisor
<b>Na'our FD—Amman/Al Banayyat Secondary Comprehensive School for Girls</b>	Eman Saleh	School Principal
	Rana Tabbaaa	FD Biology Supervisor
<b>Hussein College for Boys Secondary School</b>	Mohammed Meflah Khawalder	Principal
	Mohammed Abd Alwahab	Assistant Principal—Technical
	Omar Hamed	Administrator

Organization	Name	Job Title
<b>Al Banayat Secondary School for Boys</b>	Eight Teachers and Administrators	Teacher, Principal, Assistant Principal, Community Representative, FD Supervisor, Trainer, Counselor
<b>West Shemaisani School</b>	Sana Heroub	Principal
	Maha Mardini	Social Studies and General Education Support
<b>Ramtha Secondary School for Boys</b>	Kareem Althyabat	School Principal
<b>Ramtha Secondary School for Girls</b>	Ibtesam Rawashdeh	School Principal and Teachers
<b>Irbid/Altayba Primary School for Girls</b>	Suhair Abulhadi	School Principal and Principal Assistant
<b>Irbid/Altayba Secondary School for Boys</b>	Bassam Alquraan Mohammed Alawneh	School Principal and His 1 Assistant
<b>Aisha Bent Abi Baker Mixed Basic School (M/F)—Balqa—Salt</b>	Fayza Hameedah	School Principal Principal Assistant and 2 Supervisors
<b>Fohais Girls Secondary School (F)—Balqa</b>	Abeer Nwairan	School Principal Principal Assistant and 3 Supervisors
<b>Maymona Secondary School for Girls—Marka</b>	Abeer Odat Maysoon Alsoukhty Enas Abu Afefa School Council Students	Principal Assist and 3 Teachers
<b>Zainab Alhilalia Primary School for Girls—Zarqa 1</b>	Tamador Shams Aldeen Kholod Taha Khawla Abbian Samira Altarawneh	Principal Assistant Principal for Technical Affairs Health School Supervisor Counselor
<b>Um Kalthoum Secondary Comprehensive School for Girls Zarqa 1</b>	Azizah Sadeq Shaban Hanan Shishani	School Principal Principal Assistant
<b>Fatima Alzahraa Primary School (F)—Aqaba</b>	Subaiha Alkabareti	School Principal
<b>Alashra (10) Secondary School for Boys and Girls—Aqaba</b>	Manal Abul Ezz	School Principal
<b>Wadi Mosa Secondary Girls School—Petra</b>	Huda Almalatheem	School Principal
<b>Almadena Alwardeyah Mixed Basic School (M\F)—Petra</b>	Basma Dmour	School Principal

Organization	Name	Job Title
<b>Other Organizations and Partners</b>		
<b>Jordanian Teacher's Union</b>	Hosam Mesheh	Assistant to President
	Huda Otum	Training Committee
	Mustafa Hunaifat	Public Relations
	Mr. Sami Kanan	Head of JTU Irbid
	Mr. Ibrahim Alomari	Head of an Irbid Secondary School and responsible for Legal Affairs at Irbid Branch Office
	Mr.. Mostafa Abu Roman	Member of Balqa'a (JTU) Teacher's Union
	Mr. Qasem Almasri	Secretary General of JTU Irbid
	Mr. Ahmad Alawneh	Supervisor in Balqa'a (JTU) Teacher's Union
	Basil Hroub	Membership Committee
	Jehad Shere	Public Relations
	Dr. Hosam Mesheh	Assistant to President
	Huda Otum	Training Committee
	Mustafa Hunaifat	Public Relations
	Mr. Sami Kanan,	Head of JTU Irbid
	Mr. Ibrahim Alomari	Head of an Irbid Secondary School and responsible for Legal Affairs at Irbid Branch Office
	Mr. Mostafa Abu Roman	Member of Balqa'a (JTU) Teacher's Union
	Mr. Qasem Almasir	Secretary General of JTU Irbid
	Mr. Ahmad Alawneh	Supervisor in Balqa'a (JTU) Teacher's Union
	Basil Hroub	Membership Committee
	Jehad Shere	Public Relations
<b>Jordan University—Faculty of Educational Sciences</b>	Ahmad Khawaldeh	Professor, Curriculum and Instruction
	Adnan Abed	Associate Professor, Curriculum and Instruction
<b>Envision Consulting Group (economist)</b>	Yusuf Mansur	Chief Executive Officer
<b>Ministry of Labor—Planning and Strategy</b>	Mousa Khalaf	Manager of Planning and Strategy
<b>The Hashemite University</b>	Mohammad Jawarneh	Dean of Curriculum and Teaching
<b>Directorate of the Vocational Education</b>	Ahamad Shadid	Director of the Directorate
<b>Ministry of Social Development</b>	Abdallah Al Smairat	Assistant of General Secretary
<b>Ministry of Planning</b>	Nasser Alzo'bi	Head of International Relation

Organization	Name	Job Title
	Mahmoud Ababneh	Education Supervisor
	Nada Alwer	Coordinator
<b>Ministry of Public Works and Housing</b>	Sami Jiries Halaseh	Secretary General
<b>NCHRD</b>	Abdalla Ababneh	President of NCHRD
<b>Vocational Training Corporation</b>	Susanne Girgoleit	Tourism Specialist
	Aida Naji	Director General Office Manager
<b>JEI</b>	Rana Almadani	Deputy Chief Executive Officer
<b>MOPWH-HQ</b>	Maysoon Hiari	Director of Implementation and Maintenance of the Educational Sector Buildings
	Rola Jaradat	Director of Buildings Studies
<b>QRTA</b>	Hala Tahir	Senior Development and Programming Manager
	Haif Bannayan	Chief Executive Officer
	Mary Tadros	Academic Programs Advisor
<b>Madrasati</b>	Danah Dajani	Madrasati Initiative Director
	Ghada Abu Rous	Program Development Manager
<b>World Bank</b>	Juan Manuel Moreno	Senior Education Specialist at The World Bank
<b>Creative/ Education Reform Support Program (ERSP)</b>	Eileen St. George	Chief of Party
	Katherine Merseth	Deputy Chief of Party
	Joumana Theodori	Senior Manager of Program Coordination and Quality
<b>CIDA</b>	Joan Donaldson	Field Manager
	Natasha Shawareb	Policy Staff Person
	Shehryar Sarwar	Head of Cooperation
	Sulafa Mdanat	Senior Development Officer
<b>INJAZZ</b>	Deema Bibi	Chief Executive Officer
	Shaden Hamaydeh	Curricula and Training Unit Manager
<b>UNICEF</b>	Dominique Hyde	Representative, UNICEF
	Maha Homsi	Child Protection and Early Childhood Development Specialist
	Itaf Al-Awawdeh	Adolescent Development Officer
	Deema Jarrar	Education Specialist
<b>USAID</b>	Susan Ayari	Acting Office Director, Basic Education and Youth Office
	Issam Omar	Project Management Specialist, Social Sectors Office

Organization	Name	Job Title
	Mr. Tariq M. Jaludi	Responsible of CDM International Inc./ USAID Jordan Schools Program
	Khalid Al-Hmoud Osama	Senior Economic Advisor Budget Team Lead
	Nour Abu Ragheb	Education Specialist

## APPENDIX G. NATIONAL EXAM RESULTS

The National Test for Quality Education is administered to grades 4, 8 and 10 in the areas of Arabic, English, mathematics and science to every student in every school (public, private and military). Following are samples of how results are reported: for students and schools.

### نتائج المدارس المشاركة في الاختبار الوطني ٢٠١٢ / ٢٠١١ اللغة الانجليزية

الاحرف المعياري : ٢

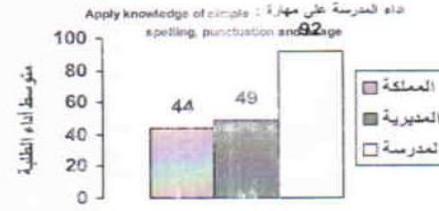
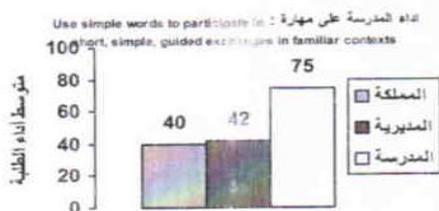
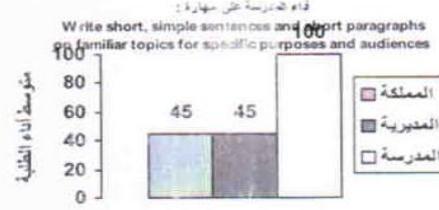
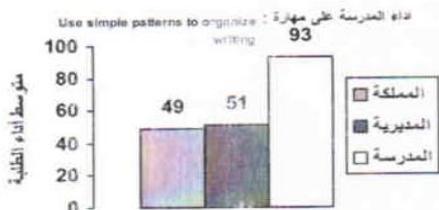
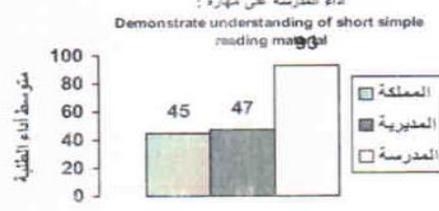
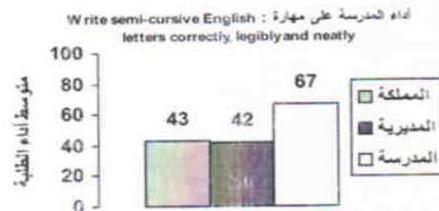
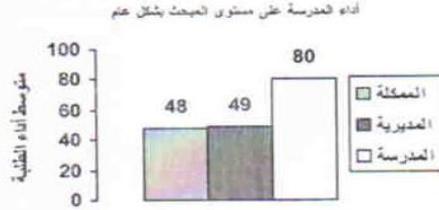
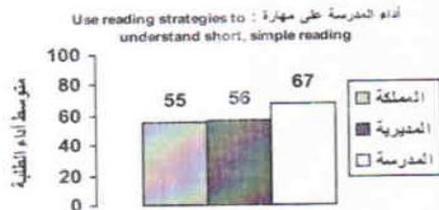
اسم المديرية : اربد الثالثة

رمز المديرية : ٤٦

عدد الطلبة : ٣

اسم المدرسة : ١١١٠٨٥ رقم الوطني للمدرسة : قم الأساسية للبنين

Use simple words to participate in short, simple, guided exchanges in familiar contexts	Apply knowledge of simple spelling, punctuation and usage	Use simple patterns to organize writing	Write short, simple sentences and short paragraphs on familiar topics for specific purposes and audiences	Write semi-cursive English letters correctly, legibly and neatly	Demonstrate understanding of short, simple reading material	Use reading strategies to understand short, simple reading material	المتبحر بشكل عام
٤٠	٤٤	٤٩	٤٥	٤٣	٤٥	٥٥	٤٨
٤٢	٤٩	٥١	٤٥	٤٢	٤٧	٥٦	٤٩
٧٥	٩٢	٩٣	١٠٠	٦٧	٩٣	٦٧	٨٠



## نتائج الطلبة المشاركين في الاختبار الوطني ٢٠١٠ / ٢٠١١ - الرياضيات

رمز المديرية : ٢٢ اسم المديرية : الرمثا

الرقم الوطني للمدرسة: ١١١٥٢٦١ اسم المدرسة : مصعب بن عمير الثانوية للبنين

الشعبة:	اسم الطالب:	١٤٢٢٨٤	محمد زاتبا أسعد	تطبيق المفصل	اجراء	اجداد النسب	اجداد المقاييس	اجداد احتمالات
المبحث	الاقتران العقلي	حل أنظمة	الهندسة لتدوير	المضلعات ،	الضلعيات	الكسب	الإحصائية	احتمالات
بشكل عام	وتسميته بديناميا	حل أنظمة المعادلات	والقوانين الاسمية في الهندسة التحليلية	المضلعات	على المصفوفات	التأريخيا	والتر التعويلات	الخطية البسيطة والمتروقة
٤١	٤٠	٤٢	٤٠	٤٨	٤٤	٤٤	٣٥	٣٦
٤٥	٤٩	٤٤	٤٥	٥٤	٤٦	٤٦	٤٣	٣٧
٣٠	٢٨	٣٤	٣٦	٣٥	٣٣	٣٣	٢٢	٢٢
٤٧	٦٠	٢٥	٧٥	٤٠	٧٥	٧٥	٠	٤٠

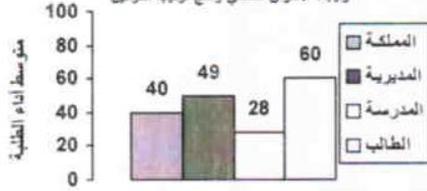
متوسط أداء الطلبة على المبحث على مستوى المملكة

متوسط أداء الطلبة على المبحث على مستوى المديرية

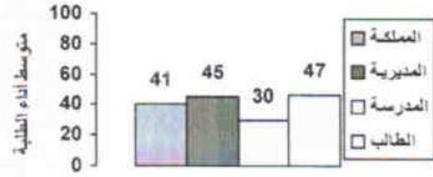
متوسط أداء الطلبة على المبحث على مستوى المدرسة

متوسط أداء الطالب على المبحث

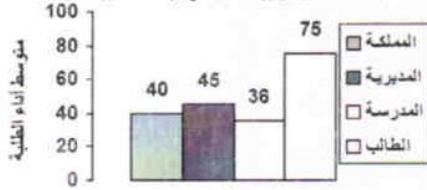
أداء الطالب على مهارة كتابة قاعدة الاقتران الحلي وتبليغه بديناميا ويجاد الاقتران العكسي ونسج تركيب الاقتران



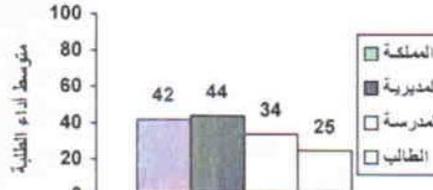
أداء الطالب على مستوى المبحث بشكل عام



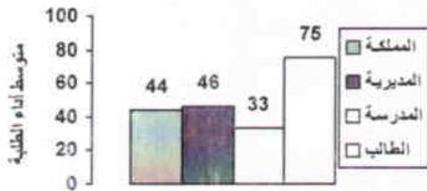
أداء الطالب على مهارة تطبيق المفصل الهندسية لتدوير والمضلعات ، والقوانين الاسمية في الهندسة التحليلية



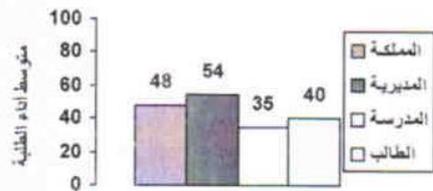
أداء الطالب على مهارة حل أنظمة المعادلات



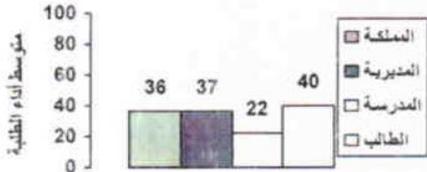
أداء الطالب على مهارة إيجاد النسب المثلثية لتزويج الدورية



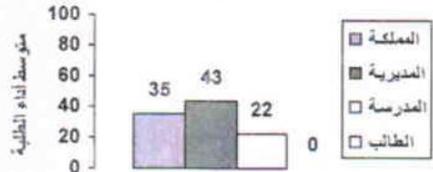
أداء الطالب اجراء العمليات على المصفوفات



أداء الطالب على مهارة إيجاد احتمالات الحوادث البسيطة والمتروقة



أداء الطالب على إيجاد المقاييس الإحصائية والتر التعويلات الخطية عليها



# APPENDIX H. MOE COMMITTEE STRUCTURES

