KfW Development Bank

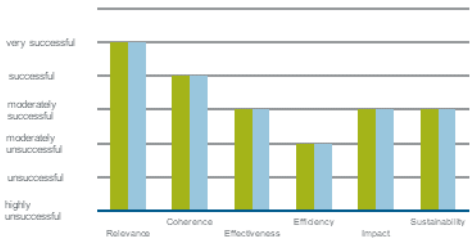
Ex post evaluation of Basic School Construction Programme II and III, Jordan

Title	Basic School Construction Programme (BSCP) II, Basic School Construction Programme (BSCP) III		
Sector and CRS code	Primary education (CRS code 11220)		
Project number	Phase II (BMZ no. 2002.6542.1), Phase III (BMZ no. 2004.6596.3)		
Commissioned by	Federal Ministry for Economic Cooperation and Development		
Recipient/Project-executing agency	Ministry of Planning and International Cooperation, Ministry of Education (MoE) and Ministry of Public Works and Housing (MoPWH)		
Project volume/ Financing instrument	Phase II EUR 16.77 million/BMZ grant and Phase III EUR 15.89 million BMZ loan		
Project duration	Phase II December 2004 – April 2018 / Phase III December 2005 – April 2018		
Year of report	2022	**Year of random sample**	2020 / 2021

Objectives and project outline

The objective at outcome level was to improve teaching and learning conditions in the basic education sector by providing and adequately using an appropriate quality infrastructure (outcome). At impact level, in conjunction with the Jordanian education sector programme “Educational Reform for the Knowledge Economy” (ErfKE), the proect was intended to contribute to improving the quality and quantity of basic education (impact). Financing the construction of 25 new schools provided adequate school places for around 15,700 girls and boys.

Overall rating:
moderately successful



Key findings

Due to the sharp rise in demand for school capacities following the appraisal, the projects have become more relevant. They have been implemented successfully for the most part, but with efficiency losses and a significant risk to sustainability.

- The need for adequate school places in public basic education has increased sharply as a result of the influx of (a) Syrian refugees and (b) of children from private schools in consequence of the pandemic.
- With the construction of 25 new schools, it was possible to replace unsuitable, dilapidated classrooms, usually in rented residential spaces. The created schools are used appropriately.
- The efficiency was rated as moderately unsuccessful due to cost increases and significant delays as well as, in some cases, the fact that location selection did not always correspond to need (allocation). Costs doubled compared to the design from EUR 225/m² to EUR 450/m². The distribution of financed school buildings across the country also makes it difficult to ensure sufficient supervision of works. The division of responsibilities between the MoPWH in charge of school construction and the Ministry of Education in charge of operation has proven to be challenging. Location planning has led to underutilisation on the one hand and overloading of capacities elsewhere.
- Due to insufficient funds and a lack of decentralisation, there is a medium risk with regard to adequate maintenance and repair of the schools. Sustainability is put at risk in the medium to long term due to chronic financing bottlenecks for infrastructure maintenance and repair as well as reinvestments in equipment.

Conclusions

– Due to the shared responsibility for construction (MoPWH) and operation (MoE), defects are not sufficiently considered within the scope of the warranty and for future construction projects, which structurally impairs the quality of the infrastructure.

– The photovoltaic system tested within the scope of BSCP III was very well received and replicated in other public schools.

– The condition of the schools depends heavily on the involvement of the management and teachers. There is insufficient supervision by the authorities. Participatory approaches could have strengthened the ownership of pupils, teachers and parents for sustainable use, despite possible political/cultural barriers.

Rating according to DAC criteria

Overall rating: 3 (both phases)

Overall, the results of the projects are below expectations, but the positive results dominate, particularly given the very high relevance due to unexpected increases in demand due to the Syrian crisis and the influx of students from private schools due to the economic situation caused by the COVID-19 pandemic. Both production efficiency and allocation efficiency are significantly lower than expected, the former due to significant cost increases caused by delays and the latter due to partly inadequate location-needs planning.

Ratings:	BSCP II	BSCP III
Relevance	1	1
Coherence	2	2
Effectiveness	3	3
Efficiency	4	4
Overarching developmental impact	3	3
Sustainability	3	3

General conditions and classification of the project

From 2001 to 2018, the Basic School Construction Programme ("BSCP") was implemented in three phases in the Hashemite Kingdom of Jordan with the support of German Financial Cooperation (FC): BSCP I (BMZ no. 2000.6532.6), BSCP II (BMZ no. 2002.6542.1) BSCP III (BMZ no. 2004.6596.3). Phase I was evaluated in 2015 with an overall rating of 3. The present ex post evaluation report comprises BSCP phases II and III, which were implemented with the same partners largely in parallel in terms of time and content. The school construction programmes pertain to basic education in levels 1–10 of the Jordanian education system and thus to primary and lower secondary education.

The first BSCP phase was integrated into the Education Reform for the Knowledge Economy (ERfKE) national education sector programme, while phases II and III supplemented the second phase of the ERfKE programme. ERfKE's objective was, among other things, to provide the school buildings required for the educational reform.

Breakdown of total costs

		BSCP II (planned)	BSCP II (actual)	BSCP III (planned)	BSCP III (actual)
Investment cost	EUR million	15	23.63	15	23.86
Counterpart contribution	EUR million	5	6.86	5	7.97
Financing	EUR million	10	16.77	10	15.89
of which BMZ budget funds	EUR million	10	16.77*	10	15.89*

*Due to cost increases in the context of the delayed implementation, the counterpart contribution and the budget funds of both phases were increased.

Relevance

Jordan has made remarkable progress in improving its education system over the last twenty years. According to official figures, the literacy rate and the net school enrolment rate of the Jordanian population reached 98% and 93.3% in 2022, respectively. These figures were 89% and 92% at the time of the appraisal. However, there are significant challenges in increasing the available school capacity, which leads to double-shift operations. The persistently high population growth (2.5% on average between 2015 and

2020), the COVID-19 pandemic with people switching from private to public schools for economic reasons, and the influx of Syrian refugees since the outbreak of the Syrian crisis in 2011 have further exacerbated the existing bottlenecks.

BSCP II and III were already relevant at the time of the project appraisals in 2003 (phase II) and 2004 (phase III), as the need for additional, high-quality school capacities was already known at this time and was defined as an urgent government objective. In the 1999/2000 school year, of the 1,945 public schools, approx. 632 schools used rented buildings. This represented 33% of the total number of public schools. Today, the share of rented buildings has fallen significantly to 19% of the total number, which now amounts to 4,002 schools. However, in absolute terms, the number has risen to 769 rented schools. Though, this can be seen as an improvement given the challenges Jordan faced in the Syrian crisis. However, the rented buildings usually do not offer an adequate – safe and conducive – learning environment, which is why these school places must be replaced.

However, the lack of physical capacity remains a key challenge in the education sector, as the number of pupils in public schools has increased by 44% over the last 12 years. As a result, one third of public schools are considered overcrowded (based on 1.2m²/pupil), and 8.5% of all pupils attending public schools are still housed in rented buildings.

Even before the Syrian crisis, 400 schools were operated in double shifts. The continued influx of refugees has exacerbated the situation significantly. In order to meet the educational needs of the large number of Syrian children, in addition to the 51 schools that teach Syrian refugees in camps, even more schools in Jordan had to introduce a double-shift system that enabled them to teach both Syrian and Jordanian children in separate morning and afternoon shifts. In the current 2021/2022 school year, around 750 to 800 public schools are still working in a double-shift system, and 74,173 Syrian pupils, among others, attend these schools.

Due to the economic crisis, which was exacerbated by the effects of COVID-19, an increasing number of Jordanian parents who previously had higher incomes are withdrawing their children from private schools and registering them in public schools. In 2021 alone, around 137,000 pupils (24% of all pupils attending private schools) switched to the public education system, putting even greater strain on the physical capacity of public schools.

Against this background, from today's perspective there is an enormous need to set up or expand additional schools. According to the Jordanian strategic plan for education from 2018–2022, at least 300 new schools or 125,000 additional school places are still required to accommodate all school-age children in the country – the strong influx of pupils from private schools is not yet considered in this plan.

From today's perspective, the impact chain assumed for both phases of improving teaching and learning conditions (outcome) by setting up and equipping schools for basic education (output) and thus achieving a qualitative and quantitative improvement in basic education (impact) is plausible. The need to improve qualitative elements, such as curricula, teacher training and learning materials, was also recognised. These, as well as investments in upper secondary education, were covered by complementary interventions by other donors within the scope of the ERfKE programme. The project was in line with the priorities of the Jordanian government and the international community for achieving the Millennium Development Goals (MDG 2: "Achieve universal primary education" and MDG 3: "Promote gender equality and empower women") and today with SDG 4 "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all".

From today's perspective, we rate the relevance of expanding adequate school places in the basic education sector (levels 1–10) as even greater than at the time of the appraisal due to the ongoing Syrian crisis and the influx of pupils from private schools into the public school system, even if the selection criteria for the locations were defined before the Syrian crisis and were therefore unable to meet the capacity bottlenecks exacerbated by the influx.

Relevance rating: 1 (both phases)

Coherence

During a significant part of the implementation of the Basic School Construction Programme, the education sector was not a priority for German DC with Jordan. It was only during the German-Jordanian

intergovernmental negotiations in November 2015 that it was agreed to place BSCP II and III in the DC priority area of education, vocational training and employment promotion. Before then, Financial and Technical Cooperation (TC) in Jordan focused on water and water-related environmental and resource protection. In addition, TC was also active in the areas of alleviating poverty and promoting institutions, as well as supra-regionally in the areas of vocational training and climate action.

In the area of basic education, there were synergies with the TC project “Improving the Learning Environment in Public Schools in Host Communities (ILEPS)” (BMZ no. 2014 40 643), which promoted the institutionalisation of long-term maintenance and repair concepts as well as extracurricular activities. Furthermore, there were synergies with regard to the regional project financed by TC, “Increasing the resilience of host communities in neighbouring countries during the Syrian refugee crisis – QUDRA” (2016 20 277), which included the development of a maintenance and repair system in Jordanian schools.

BSCP II and III were part of the ERfKE II programme, which, at the initiative of the World Bank, pooled the efforts of several development banks and partners to improve the entire Jordanian education system. The second phase of the ERfKE programme built on the first phase (2003–2009) of the ERfKE programme and lasted five years, from 2009 to 2014. The programme aimed to consolidate the results of the first phase and focused more on improving the quality of education and decentralising decision-making authority at school level. Overall, the second phase of the national sectoral programme consisted of five components. BSCP II and III were embedded in the 5th component, “Improvement of the physical learning environment” (incl. school construction, establishment of an administration and maintenance system for school buildings, adjustment of Jordanian design standards).

The programme’s priorities, the choice of location, the most important design parameters, and the requirements for building the schools were well embedded in donor harmonisation and were closely coordinated with the partner government. During the project term, donor coordination took place through regular meetings within the Education Donor Group. However, according to the FC report, no harmonisation took place in the sense of coordinated programme approaches, joint sector audits or similar activities.

Overall, from today’s perspective, the projects are coherent with the further DC commitments in the education sector and integration into the relevant sectoral programme is positive.

Coherence rating: 2 (both phases)

Effectiveness

The objective at outcome level adjusted as part of the ex-post evaluation (EPE) for Phases II and III is to improve teaching and learning conditions in the area of basic education by providing and adequately using infrastructure and equipment with appropriate quality. The target achievement is supplemented by two further indicators at outcome level based on the indicators set during the appraisal and is summarised as follows:

Indicator (BSCP II & III)	Target	BSCP II		BSCP III	
		2018 End of programme*	**2022** Ex post evaluation	**2018** End of programme	**2022** Ex post evaluation
(1) Three years after the commissioning of the BSCP schools, the capacity utilisation has reached at least 75% and does not exceed the design capacity.	75%–100%	89%	90% Achieved on average	80%	97% Achieved on average
(2) Three years after commissioning, the programme schools and the necessary equipment are in good physical condition	80%	partially achieved	partially achieved	partially achieved	partially achieved
NEW (3) Available school building space per pupil in m² at the programme schools	on average at least 1.0–1.2m²/pupil	1.4m²	1.4m² achieved	1.4m²	1.4m² achieved
NEW (4) Pupil-teacher ratio at the programme schools	lower than the national average: 24.6:1 (2002/2003) 19.7:1 (2003/2004) 17.7:1 (2021/2022)	17.29:1	16.7:1 achieved	17.11:1	16.7:1 achieved

Source: The data was gathered as part of the EPE and made available by the MoE.

* In 2018, the final inspection was carried out for both phases. Fifteen schools were completed between 2010 and 2012, eight schools were completed in 2015 and two were still under construction at the time of the final inspection in 2018.

Most of the programme's schools (80%) achieved a capacity utilisation of at least 75% of the planned capacity; on average, they exceeded the target (Phase II: 90%; Phase III: 97%) and achieved a key objective. The individual **utilisation figures** vary greatly (38% to 150%) and suggest that the Jordanian Ministry of Education's location and design planning did not always correspond to actual demand (see Efficiency). A total of five schools are underutilised and three schools have an occupancy rate of only around 50% or less. Seven schools (three from phase II and four from phase III) exceed the planned capacity.

With regard to the second indicator, **most programme schools and equipment are in good condition**, although there are major differences here as well. After 5–12 years of operation, several serious deficiencies were found during the on-site visits. Some of the deficiencies can be directly attributed to improper use (vandalism) and lack of cleaning and care, which often seem to be directly related to the involvement of the school management. Others are due to **construction defects and inadequate maintenance and servicing** (e.g. massive moisture damage, defective roof sealing and drainage, considerable settlement

cracks, unusable toilets, etc.). After the discussions and on-site visits, it can be assumed that the construction defects are the result of a lack of supervision of the construction work (e.g. lack of pressure/leak testing of the pipes before plastering) on the one hand, and on the division of responsibilities between the Ministry of Education and the Ministry of Construction on the other. Due to the shared responsibilities, the warranty is often not claimed, and long-term defects are not reported back to the construction ministry (e.g. cracks in walls / settlement cracks). To make matters worse, school maintenance schedules are not properly set up, schools do not have sufficient funds to repair damage, and schools do not perform periodic preventative maintenance. While some schools mobilise financial resources through own engagement, the majority of schools report that there is no fixed annual budget for repairs. The lengthy and bureaucratic reporting procedure from the schools to officials at the local level and then from there to the central level for assessment and approval sometimes also leads to resignation at the level of the schools. This process takes several months from when the report is made until the repairs take place, and the deficiencies are sometimes not even remedied. There is no routine inspection of the schools by the local authorities.

Furniture and special equipment for functional rooms such as computer rooms, libraries and laboratories were in good to very good condition in most of the inspected schools and were enthusiastically used by pupils and teachers. The responsibility of one teacher for each functional room and the locking of the room after use by the responsible teacher show success here.

In addition, some school directors confirmed that no appropriate training or instruction took place upon the delivery of new equipment, such as ventilation systems, and thus the administrative personnel have not been properly prepared for their operation and maintenance tasks. On the other hand, it has been reported that the IT equipment has not been renewed in recent years and, in some cases, the Internet connection has been poor. In isolated cases, appropriate furniture for teachers or laboratory equipment was not in place. In addition, the permanently installed water dispensers in many schools were defective. Ramps were available for people with special needs, but the additional equipment was not adapted to their requirements (access to all classrooms, water dispensers, sanitary facilities).

The lack of learning spaces affects the quality of education and, in the worst case, leads to children not having access to school. Most of the visited classrooms met the national standard of 1.0–1.2m² per pupil, which allows an appropriate learning environment. In some cases, overcrowded classrooms have been reported (see above). Discussions with school directors show that the problem of overcrowding mainly occurs in schools in urban areas and in rented schools. On average, this indicator can be regarded as achieved.

The availability of teachers is a prerequisite for the use of the created pupil places, and the ratio of pupils to teachers affects the quality of teaching. Despite an increase of 22,000 teachers between 2010 and 2022, the national **teacher-pupil ratio** has deteriorated slightly in the last ten years (from 16:1 to 18:1). At BSCP II and BSCP III schools, the average ratio was 16.7:1, slightly below the national ratio. Moreover, the ratio between teachers and pupils in Jordan is favourable compared to other countries in the Middle East region. The indicator can be considered as achieved, even if it does not say anything about teachers' qualifications.

According to the programme proposal for BSCP II, the only schools to be included in the project were those with more than 50% of pupils coming from poor families. In order to meet this requirement, a study to analyse poverty distribution and poverty levels in Jordan defined knockout criteria for identifying schools, which served as the basis for the MoE to select schools. During the EPE, it was found that the schools in phase II were mostly located in rural areas with low-income families.

In summary, we rate the effectiveness as moderately successful. The built schools are used according to the expected capacities on average, but the utilisation of 12 of the 25 schools (approx. 45%) fell short of expectations. Additional school places were provided with better school infrastructure than in other public schools, but the quality of the school infrastructure is below expectations due to insufficient maintenance in some schools, meaning that in some cases there is no longer an appropriate learning environment.

Effectiveness rating: 3 (both phases)

Efficiency

While the planning and construction measures for phase II were carried out from February 2007 to August 2018, the measures for phase III were implemented between May 2008 and March 2017. Initially, a 28-month implementation period was planned for phase II, and a period of 38 months was planned for phase III. In fact, there were significant delays in both the design and implementation of the construction measures in both phases (110 months for phase II and 95 months for phase III). These delays were not least due to the administrative reform in the Jordanian Ministry of Education as well as delays in the provision of the Jordanian counterpart contribution, the insolvency of the implementation consultant in phase II and delays in awarding the contract for the construction of the school buildings.

An average unit price of EUR 450/m² gross floor area was achieved for the new school buildings, which is approx. 100% (phase II) or 80% (phase III) above the maximum reference value estimated during the programme appraisal (EUR 200–250m², as at 12/2003). According to the MoPWH, deviations from the cost estimate during programme implementation were mainly due to significant delays and price increases on the Jordanian construction market. Nevertheless, the average unit price remained within the average costs of comparable projects in Jordan and the region (USAID/MoPWH: approx. EUR 450–550/m²; Lebanon approx. EUR 500/m²). In order to be able to implement the planned schools, the financing (own contribution and FC funds) had to be increased accordingly by 77% for Phase II and 49% for Phase III. Without this budget increase, it would probably not even have been possible to finalize half of the planned schools.

Due to the spread of locations across the country, effective supervision of works and management – including by the consultant – was difficult, and consulting costs also increased due to the delays. From an allocation perspective, the construction of new schools was a suitable approach to ensure the necessary infrastructure to cover the high demand for school places and thus adequate educational opportunities. However, the maintenance and repair requirements should have been addressed in parallel. In addition, in retrospect, the choice of location did not correspond to actual demand, which led to significant underutilisation at 5 of the 25 schools. This was a systemic, nationwide problem in the location planning and strategy of the Ministry of Education, which affected more than just the BSCP schools. In its final ERfKE report, the World Bank reported that 59% of schools were underutilised, while a further 39% were overcrowded.

As a result, the delays led to significant cost increases, the school places were put into operation many years later than anticipated, the lack of capacity for maintenance and repair was not addressed and 20% of the schools are not sufficiently utilised, which is why the efficiency of the project is rated as no longer satisfactory overall.

Efficiency rating: 4 (both phases)

Impact

The objective set for both phases at impact level during the evaluation was to contribute to the qualitative and quantitative improvement of basic education and thus to basic education related international development goals in Jordan.

The achievement of the objective at impact level is derived from the national level as part of the EPE using the following proxy indicators:

Indicator (BSCP II & III)	Target value	Status at appraisal 2003	Status at EPE 2022
(1) Repetition rate Total (male/female)	2022 < 2003	0.47% (0.49%/0.46%)	0.35% (0.44%/0.25%) (2018/2019) **Achieved**
(2) Drop-out rate Total (male/female)	2022 < 2003	0.75% (0.89%/0.61%)	0.41% (0.43%/0.40%) (2019/2020 – MoE) **Achieved**
(3) Improving Learning Performance (PISA) Total (male/female)*	2021 > 2006	PISA 2006: Sciences 422 (408 / 436) Reading 401 (373 / 428) Mathematics 384 (381 / 388)	Last PISA 2018: Sciences 429 (414 / 444) Reading 419 (393 / 444) Mathematics 400 (397 / 403) **Achieved**
(4) Literacy rate Total (male/female)	2021 > 2003	89.9% (95.1%/84.7%)	98.2% (98.6%/97.8%[1]) **Achieved**
(5) Net enrolment rate (Classes 1–10 – primary and lower secondary education) (Classes 11–12 – upper secondary education) Total (male/female)	2021 > 2003	Primary education (1999/2000) 92% (N/A / N/A) Secondary education 2010/2011: 78% (77.28%/83.60%)	Primary education 94.2% (94.1%/94.4%[2]) Secondary education 71.4% (65.4%/77.9%[3]) **Partially achieved**

Sources: https://uis.unesco.org/en/country/jo/ https://www.oecd-ilibrary.org/docserver/97889/ BSCP Phase II & III programme proposal https://data.unescwa.org/portal/e7d41253-2cf5-4f3b-ba5f-6c45b8af1f88

* PISA measures the learning success of 15-year-old pupils, which roughly corresponds to the end of the 10-year basic education period in Jordan.

The majority of the indicators mentioned above were achieved, although the evaluated projects were only able to make an impact with a large allocation gap. However, it can be concluded that the Jordanian education sector has benefited from the implementation of the "Education Reform for the Knowledge Economy" (ERfKE); component five of this programme includes the improvement of the physical learning environment supported by FC. Jordan has made impressive progress through the education reform programme in terms of access to basic education, school completion and enrolment rates. However, the figures also show that school enrolment rates in upper secondary education (levels 11 and 12) have fallen and there is a high demand here.

Although there are still significant deficits in infrastructure capacity, the gender gap and school drop-out rates, the quality of education has improved, as evidenced by the results of the latest 2018 PISA

[1] https://data.worldbank.org/country/JO

[2] According to information from the MoE for the 2019/2020 school year

[3] According to information from the MoE for the 2019/2020 school year

(Programme for International Student Assessment) study. Jordan is in second place among the non-OECD countries that have made the biggest gains since 2015 and is an example of a country that has recovered after a long financial crisis in connection with the influx of Syrian refugees and has been able to significantly increase pupil evaluations.

Another success that can be attributed to the ERfKE reform programme is the development of early childhood education in public schools. All schools visited as part of the evaluation trip (both FC-financed schools and MoE schools) had one or two rooms for early childhood education that were adequately equipped. Nevertheless, we found that these rooms were the mostly densely occupied, and it would therefore be advisable to give these rooms more space when planning new schools. Considerable progress still needs to be made in the area of early childhood education. Only one in three five-year-old children (38%) attended kindergarten (KG2), which contrasts strongly with the good enrolment rates in primary education[4].

Many of the successes achieved have been affected again by the COVID-19 pandemic since 2019 with long school closures during the lockdown. Teachers and school leaders confirmed that performance had declined, even though distance learning online and via television channels attempted to counteract this. The MoE is now carrying out additional measures and training to help the children catch up, so we can assume that the pre-pandemic level can be reached in the medium term. Socio-economic factors determined participation in distance learning during lockdown due to a lack of internet-enabled devices and network coverage. Due to the economic consequences of the pandemic, participation in education was also affected by the increase in child labour and early marriage.

Due to the small number of basic education schools (levels 1–10) built within the scope of BSCP II and BSCP III (25 out of 7,500 schools in Jordan), it is hard to link educational achievements over time to the construction of the new schools. However, it can be stated that better environmental conditions in the classrooms (spacious design, better temperature, ventilation, lighting, colour and noise levels) contribute to the comfort of pupils, teachers and school staff alike, which in turn can have a positive effect on their learning behaviour and teaching motivation. With regard to gender, it can also be assumed that there is equal access on the whole, even though 10 boys' schools, 3 girls' schools and 12 mixed schools were financed. The mixed schools are mostly attended by girls and therefore the ratio of boys to girls is almost equal at 53% to 47%.

Discussions with the stakeholders confirmed the positive impression of the school construction programme, primarily through shorter distances, more comfortable and spacious classrooms compared to the previous situation, in which use was made of dilapidated, rented schools in residential buildings with poor and inadequate construction, limited outdoor space for children and inadequate latrines. Nevertheless, there are still some areas of school operation that need to be improved (see Effectiveness).

The energy efficiency measures, which were trialled in one of the schools by installing a photovoltaic system, have found widespread acceptance in other schools that have also installed this technology for the purposes of sustainability and energy saving, meaning that the project serves as a model.

Based on the positive development at national level in the area of basic education with an increasing level of education, at least before the effects of the COVID-19 pandemic, the FC programme's contribution to the national education programme can be regarded as positive. However, there is a large allocation gap in view of the limited number of improved school places, and vulnerable groups in particular are suffering from the consequences of the pandemic with regard to educational opportunities. The overarching developmental impact should be rated as satisfactory, but the result is below expectations, particularly due to the effects of the pandemic and the ongoing challenges for high-quality education.

Impact rating: 3 (both phases)

Sustainability

According to the MoE, the budget allocation to the education sector has remained stable since 2000, ranging from 10–11% of the total budget, which is below the 15–20% deemed necessary by the Global

[4] https://www.unicef.org/jordan/media/4891/file/MOE-UNICEF%20OOSCI%20Policy%20Brief%20EN.pdf

Partnership for Education. The education budget as a proportion of GDP is also 3% below the UNESCO-recommended average of 4–6%.[5] However, in view of the education reforms implemented and led by the Jordanian government in the last twenty years, it can be assumed that education will remain a public priority of the Jordanian government in quantitative and qualitative terms. This is evidenced by an increase in budget funds per pupil of 22% over the last decade (from JOD 524 to JOD 640), although the number of pupils has risen by 45% since 2010.

An important factor for the long-term operation of the improved infrastructure at the BSCP II & III schools is the implementation of maintenance and operating plans. Since the majority of the education budget is spent on teachers' salaries (91% of the total education budget),[6] there are hardly any funds available for maintenance. However, the need for funds increases with the infrastructure expansion - also with donor funds - and the use of schools in double-shift operation .

The significant increase in access to education as a result of the influx of Syrian children and of children switching from private to public schools in conjunction with a poor maintenance system has put a heavy burden on the education system's infrastructure. Schools do not draw up maintenance schedules or perform preventive maintenance; in many cases, there are significant differences between the administration of girls' and boys' schools. In addition, the ceiling for maintenance work that can be carried out by a single school is low, with a maximum of 200 Jordanian Dinar (JOD) per order (equivalent to around EUR 283). In cases of more expensive maintenance work, the schools must apply for this from the regional offices or the MoE (see Efficiency).

The MoE is aware of maintenance problems. In order to improve these deficits, a policy-based loan PBL (BMZ No. 2019 68 957) financed by FC has also been implemented since 2020. It is intended to structurally improve the maintenance of the school infrastructure through additional funds and more efficient measures for the facility management of the schools. In addition, TC supports the MoE as part of the Qudra project (BMZ 2016.2027.7) in training school staff to maintain the infrastructure. As can be seen in all of the visited schools, the Canadian cooperation and the King's Fund also assist the schools on an annual basis (on average between JOD 1,400–2,000/school/year) for maintenance work and for running costs such as electricity, water, school supplies and community events, among other things.

Following observations made during the field mission, the MoE should continue to support the implementation of energy efficiency measures and seek to develop a strategic plan to help schools generate their own revenues to cover part of the operating and maintenance costs, so that schools become more independent from the state budget or from donor support (e.g. collecting rent for community events outside school hours, IT and language courses for adults, sports events between schools, etc.).

In order to ensure the sustainable operation of schools and to counter vandalism, teachers, pupils and parents could increase their involvement and help in the implementation of regular joint school maintenance days or other awareness-raising campaigns.

Irrespective of the observations also mentioned under Effectiveness, the visited schools were in good condition to a large extent, and we assume that their operating years will in most cases correspond to the scheduled service life. However, greater efforts should be made to keep the entire learning environment of schools comfortable and attractive for the next generation of pupils.

In our view, by converting provisionally rented buildings into permanent school buildings, the FC project is making a long-term contribution to a quantitatively improved situation in basic education, despite the considerable need for improvement in the maintenance of the infrastructure and equipment provided.

Sustainability rating: 3 (both phases)

---

[5] UNESCO Member States unite to increase investment in education

[6] According to the UNICEF Global Budget Brief Guideline (2017), spending on staff costs over 80% of total spending can be an inefficient use of resources. See: https://www.unicef.org/jordan/media/2171/file/Education%20Budget%20Brief.pdf

Notes on the methods used to evaluate project success (project rating)

Projects are evaluated on a six-point scale, the criteria being **relevance, coherence, effectiveness, efficiency, overarching developmental impact** and **sustainability**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).