A DISCREPANCY ANALYSIS OF A STRATEGIC

PLANNINGMODEL AND THE 1988 GENERAL

PLAN FOR EDUCATIONAL DEVELOPMENT

OF JORDAN

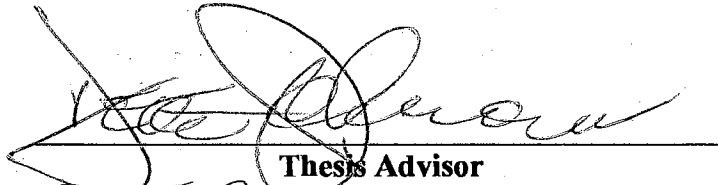By

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In The Name of Allah, The Most Compassionate,
The Most Merciful

Dedication

I dedicate this effort first to Allah (God) Almighty.
Then I dedicate the study to my beloved mother and to the spirit of
my father. It is also dedicated to my faithful wife, and my five
beautiful children; Hayat, Rudwan, Muaz, Mafaz, and Marwa.

I also dedicate this study to the honorable educators of the
Hashemite Kingdom of Jordan.

ACKNOWLEDGEMENTS

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CHAPTER ONE

INTRODUCTION

Change is permanent in our world; it is permanent because people always aspire to restructure their situations to more valuable and/or more convenient ones. The more humans interact with the environment, local, global, or universal, the more they find new ideas and, thus, alternative ways to achieve their goals. Change, improvement, or restructuring can be partial or complete. Total or comprehensive change is also called reform.

Leaders of organizations and governments rely on their own experiences and other human's experiences to advance their people from current situations to more favorable ones. In our contemporary society we witness the rise of theories, systems, inventions, and innovations which are created to advance the quality of human life in various aspects. Among these innovations is strategic planning. Strategic planning is a management tool first used by military commanders. The method was then adapted for use in the business and public administration fields (D'Amico, 1988).

The field of educational administration borrowed strategic planning methods from the business field along with other innovations such as Total Quality Management (TQM) and Management by Objectives (MBO). Currently, American universities, colleges, state departments of

education, school districts, and even individual schools, public and private, are adopting and utilizing strategic planning as a means for achieving improvement and reform in their settings (McCune, 1986). Similar institutions elsewhere in the world are resorting to strategic planning or other planning approaches to bring about favorable change and reform.

In the Hashemite Kingdom of Jordan, the government took a historic step in 1988 by adopting a master long-range plan to reform its educational system. Such a major attempt to reform education was one-of-a-kind in Jordanian history. The government-controlled media gave it high profile coverage. King Hussein and Crown Prince Hassan initiated and supervised the project. The major guidelines of the strategy were ceremonially ratified in a historic conference known as "The National Conference on Educational Development (NCED)" in 1987. In early 1988, "The General Plan for Educational Development (GPED)" was put in its final format. The duration of the plan initially stretched over 10 years and was divided into three intervals: 1988 to 1991, 1992 to 1995, and 1996 to 1998 (Abu Samaha, 1989). The span of the plan was amended later to cover two phases; the first ended in 1995, and the second will conclude in the year 2000 (Masri, 1996).

Although the plan was considered a great historical achievement by many in the Kingdom (Jaradat et al, 1996).

Others were not as enthusiastic (Al-Keilani, 1996; Tarawneh, 1992).

At this point in the plan's implementation, some studies had already suggested that the Jordanian General Plan for Educational Development (GPED) has not achieved the level of success that the planners envisioned in the beginning. Tarawneh (1992) indicated that "the implementation of such reform might not be as beneficial as Jordanian policy makers think, due to political and economic constraints, and reformers' lack of understanding schools as organizations." Al-Keilani (1996) believed that the planning process was inadequate and consequently the reforms would not meet with success.

However, Jordanian governmental officials explained that the plan had not been as successful as the policy makers had hoped because of uncontrollable circumstances (Al-Nahar, 1996).

Statement of the Problem and Research Questions

The General Plan for Educational Development in the Hashemite Kingdom of Jordan was formulated in a particular fashion. The methodology followed was praised by some (Al-Waqfi, 1996; Jaradat et al, 1988; Mahafzah, 1996) and was considered inadequate by others in the educational field in Jordan (Al-Keilani, 1996).

Although the plan has received close attention in Jordan by governmental agencies and local media channels, there has been a dearth of literature analyzing this important plan. To the knowledge of this researcher, there have been no formal studies to analyze and evaluate the planning process followed in the construction of the recent Jordanian strategy to reform education.

This study was based on the possibility that the formulation process of the GPED was not compatible with the standards of the formal strategic planning process. Therefore, it attempted to answer the following research questions:

1. What are the standards of formal strategic planning?

2. What was the process followed by the Jordanian policy makers in building their strategy to reform education?

3. Were there discrepancies between the standards of the formal strategic planning process and the process followed in formulating the Jordanian General Plan for Educational Development?

It was assumed that the answers to the above questions would reveal the areas of discrepancy between the Jordanian planning process and the established standards of formal strategic planning. It was also assumed that they would offer insights about strategic planning and lessons could be learned from the Jordanian experience as well.

The Significance of the Study

This study offers an evaluation of the planning process followed in the formation of the General Plan for Educational Development in Jordan (GPED). Such evaluation will result from a comparison with the established standards of the formal strategic planning developed by authorities and experts in the field. The findings and conclusions of this study may help educational reformers in Jordan to improve their planning efforts beyond the year 2000 when the span of the current plan is over. The study also will be useful to policy makers and educational planners who attempt to design strategic plans to reform the educational systems in other countries.

Research Methodology

This is an evaluative research study which emphasized qualitative methodology. The researcher utilized the Discrepancy Evaluation Model presented by Dr. Malcolm Provus in his book *Discrepancy Evaluation for Educational Program Improvement and Assessment,* (1971).

The researcher has reviewed the literature and the contributions made in the area of strategic planning by authorities in this field. The researcher also utilized information and experiences obtained during his participation in three seminars administered by the American

Management Association in the summer of 1994. Based on the knowledge gathered, this study presented the standards of the professional strategic planning process.

The researcher, then, reviewed the performance of the Jordanian planners in building the General Plan for Educational Development (GPED) in Jordan in the light of the above mentioned standards. In other words, the researcher conducted a comparison between the two practices to identify any discrepancies between the Jordanian national educational planning practices implemented between 1985 and 1988, and the standards of formal strategic planning.

Delimitations of the Study

- This study was delimited to the analysis of strategic planning methodology as it was described by authorities and experts in the fields of Strategic Planning and Strategic Educational Planning.

- The study was also delimited to the analysis of the process and technicalities followed in the formation of the General Plan for Educational Development (GPED) in the period between 1985 and 1988, which intended to reform the educational system of the Hashemite Kingdom of Jordan.

Limitations of the Study

There are two main limitations of this study:

- There was very little literature describing in detail in the planning process which the Jordanian government followed in building the General Plan for Educational Development.

- There were few studies which analyzed the formulation process of the GPED.

To deal with these limitations, the researcher resorted to all the material available. The Ministry of Education in Jordan was very helpful in providing the researcher with the available documents related to the subject. Additionally, the researcher conducted several personal interviews with Jordanian officials and scholars to obtain needed information. These individuals participated in and/or closely observed the planning process which led to the formulation of the General Plan for Educational Development (GPED).

Definitions of Terms and Abbreviations

AMA: American Management Association. A leading American professional organization specializing in management and organizational development. Its headquarters are in New York City.

BOE: Board of Education. The national board of education in Jordan. It is headed by the Minister of Education and it includes 18 members who are usually appointed by the cabinet for renewable four-year terms.

CPE: The Committee of the Policy of Education. A Committee formed in 1985 in Jordan to evaluate the status of education and to propose a policy to reform the Jordanian educational system. It concluded its mission in 1987.

Emir: Prince.

Emirate: A state ruled by a prince.

GPED: The General Plan for Educational Development. The national Jordanian strategy which was devised in Jordan in 1988 to reform the educational sector.

Hashemite: This term refers to Hashem, the great grandfather of Prophet Mohammed. The Hashemite family is the founding dynasty of Jordan and they are descendants of Hashem.

Intermediary Council: The Intermediary Council was appointed by the World Bank and the Jordanian Government to play the role of liaison between the Ministry of Education, The World Bank, and the countries who financed the greater

part of the educational reforms in Jordan. It has a secretariat office in Amman, Jordan, which carries the name "The National Center for Educational Research and Development (NCERD)."

King Abdullah: The son of Sharif Hussein and the founding father of the Hashemite Kingdom of Jordan.

King Hussein : The present monarch of the Hashemite Kingdom of Jordan.

MOE: The Ministry of Education, which is the central governmental body that supervises and controls the educational system in Jordan. It is headed by the Minister of Education.

NCED: The National Conference for Educational Development. It was a historic national conference held in Amman, Jordan, in 1987. The goal of the conference was to reform education in Jordan.

NCERD: The National Center for Educational Development. It is the secretariat and headquarters of the Intermediary Council which plays the role of a liaison between the Ministry of Education, The World Bank, and other international organizations which financed the greater part of the educational reforms in Jordan.

Prince Hassan: The present Crown Prince of the Hashemite Kingdom of Jordan.

Sharif Hussein: The ruler of Mecca, the holy city of Islam located in what is now Saudi Arabia, in the early

period of this century, and the great grandfather of King
Hussein, the present King of Jordan.

SPEP: Sub-Committee for the Preparation of the
Educational Policy. This committee was formed by the CPE to
edit the policy of educational reform in Jordan.

UNRWA: United Nations Relief and Work Agency. created
in 1949 by the United Nations General Assembly to provide
relief and assistance to the Palestinian refugees, following
the Israeli occupation of Palestine in 1948.

UNESCO: United Nations Educational, Scientific, and
Cultural Organization.

Organization of the Study

Chapter 1: Contains the introduction, statement of the problem, purpose of the study, significance of the study, research methodology, definition of terms, and this brief presentation of the organization of the study.

Chapter 2: Presents a historical background of the educational system in Jordan from its inception in the beginning of this century to the recent reforms of the late 1980s.

Chapter 3: Introduces in some detail the research methodology followed in this study.

Chapter 4: Contains an introduction to strategic planning and its various approaches and models. It also discusses the implementation of strategic planning in educational institutions.

Chapter 5: Includes a review of strategic planning tandards compared with the Jordanian educational planning process. Pre-planning, planning, and planning of implementation phases in both practices were evaluated and compared.

Chapter 6: Presents the conclusions of the study as well as the recommendations of the researcher.

CHAPTER TWO

THE EDUCATIONAL SYSTEM OF JORDAN, FROM DEVELOPMENT TO RECENT REFORM

The Birth of a Country

The beginning of the educational system in Jordan can be traced to the aftermath of World War I when the Trans-Jordan Emirate was first established. The story began with a contact between Britain and Sharif Hussein, the sharif of Mecca, in which Britain requested Arab support of the Allied forces in exchange for a British promise to recognize the Arabs' independence from the Ottoman Empire (Morris, 1959). Subsequently, the Arabs revolted against the Ottomans in what was called later The Great Arab Revolution.

After the famous defeat of Germany, Italy, and the Ottoman Empire in World War I, Britain and France, two of the victorious powers, initially designated Faysal, the son of Sharif Hussein, as a King over Greater Syria (Syria, Lebanon, Palestine, and Trans-Jordan). Nevertheless, a secret agreement known as The Sikes-Beakou Agreement was formulated by Britain and France in which the latter was granted control over Syria, while Palestine, Trans-Jordan, and Iraq were acceded to the British. King Faysal was later ousted by the French from Syrian territory before he could establish an Arab government in Damascus (Morris, 1959).

Following these developments, Britain and France extended their compulsory control over the region that had been ruled

by the Ottoman Empire. The region included Iraq, Syria, Palestine, and Lebanon, in addition to other areas in the Middle East (Patai, 1958). Later, this was described in some historical references as "British and French colonialism".

In 1921, Great Britain divided its mandate and granted Abdullah, the son of Sharif Hussein of Mecca, self-rule control over the area east of the Jordan river, then known as the Trans-Jordan area. Prince Abdullah, the grandfather of King Hussein, the present Monarch of Jordan, held a conference with Winston Churchill in Jerusalem in 1921 and was later proclaimed the ruler of this small, political entity. He was named Emir, Prince, Abdullah (Patai, 1958).

In April, 1923, Sir Herbert Samuel, the High Commissioner of Palestine, declared the following in Amman on behalf of the British government:

Subject to the approval of the League of the Nations, His Majesty's Government will recognize the existence of an independent government in Trans-Jordan under the rule of His Highness the Emir Abdullah. (Patai,1958)

Consequently, on May 25, 1923, Emir Abdullah proclaimed Trans-Jordan an independent country. This independence was only in internal affairs and remained as such until 1946 (Patai,1958). Nevertheless, that was the first time a Jordanian political system of any sort was ever formed.

In February, 1928, Britain and the Emirate of Trans-Jordan signed a bilateral treaty which recognized Emir

Abdullah as the head of state with hereditary rights and placed the future of Trans-Jordan in British hands. The Treaty was amended in 1934 and again in 1941.

The Beginning of the Educational System

As a small country, Trans-Jordan started with a small educational system. The entire system included 44 elementary schools with 2,316 students and 81 teachers, and four secondary schools, about which data was not available. Most schools were inherited from the Ottoman educational system. The nucleus of the Jordanian educational system was developed from this inheritance (Dirani, 1977). This small system proceeded on the basis of the Ottoman Education Act of 1913 (UNESCO, 1958). The Act delegated many academic and administrative responsibilities to the local authorities (Tibawi, 1956). Provisions of the Ottoman Act were later modified in 1932 (Dirani, 1977).

In 1939, legislation was enacted to clarify administrative aspects of education and define administrative responsibilities within the educational system. In the same year, the Ministry of Education was established and the idea of compulsory education was introduced for the first time in Jordan's history (Dirani, 1977).

The Expansion of the Educational System

On May 25, 1946, Great Britain granted Trans-Jordan full independence and Emir Abdullah was crowned as the first King of the Hashemite Kingdom of Trans-Jordan (Dirani, 1977). At this time, there were 73 public schools of all levels and types. These schools served 9,874 students, 1,956 of whom were females. There were also around 100 private schools with 6,472 students, including 2,640 females. However, the literacy rate at this point among school-age children was around 28% (Matthew and Akrawi, 1949). By the end of 1946, the educational ladder included seven primary grades (five elementary grades and two advanced grades), and four secondary grades (UNESCO, 1958).

In 1948, the Arab-Israeli War erupted and resulted in Israeli occupation of 78% of Palestine. Because of the war and the subsequent Israeli occupation, about 350,000 Palestinians were displaced as refugees to Jordan. It should be noted that in 1947 Jordan's population was estimated at 375,000. The sudden increase in population placed the small country and its young educational system in a dilemma (Dirani, 1977). According to UNESCO, the number of elementary students increased in Jordanian schools from 14,902 in 1948 to 61,425 in 1949 which corresponds to 312%, the greatest increase in the number of elementary students in Jordan's history (UNESCO, 1957).

According to Dirani (1977), this new reality produced the following developments:

1.   In 1949 the United Nations General Assembly created the United Nations Relief and Work Agency (UNRWA) to provide relief and assistance to the Palestinian refugees.

2.   In 1950, a union between the Hashemite Kingdom of Trans-Jordan and the West Bank of the Jordan River was established. The West Bank was saved from the Israeli occupation. Thus, the official name of the kingdom became "The Hashemite Kingdom of Jordan" (See Map 2.1). The population of the West Bank was estimated then around 460,000. This expansion resulted in another large increase in the number of school age children and schools.

3.   In 1951, UNRWA, in cooperation with the United Nations Education, Scientific, and Cultural Organization (UNESCO), established a small educational system to cover the educational needs of the Palestinian refugee children. The UNRWA schools had their own administrative and technical staffs however, they were required to follow the curriculum and the regulations of the Jordanian Ministry of Education.

These demographic changes forced the Jordanian educational system to expand in a very rapid manner.

Figure:(2.1) Map of Jordan
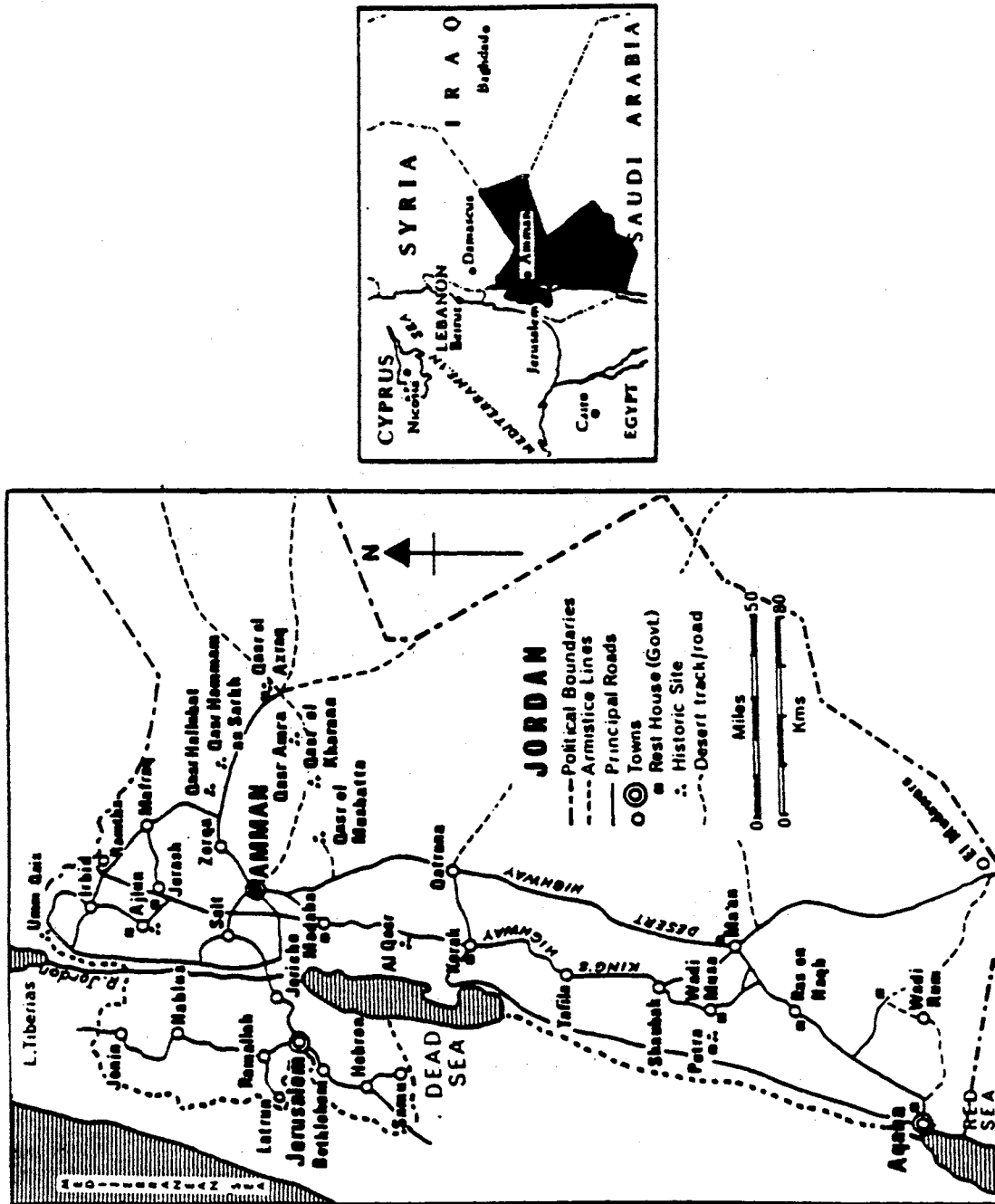
The 1950s

Contemporaneously, the decade of the 1950s witnessed important historical developments. On July 19, 1951, King Abdullah was assassinated while entering Al-Aqsa Mosque in Jerusalem for Friday prayer. This shocking incident lowered the curtain on the first act of the drama involving Jordan and its educational system.

Emir Talal, the son of King Abdullah, ascended to the throne as King of the Hashemite Kingdom of Jordan to succeed his father. Among other achievements, King Talal supervised the implementation of the new constitution in 1952. The Constitution declared Jordan as an Arab Muslim Country. Among other issues, it defined the rights and duties of citizens, specified the form and structure of the government, and outlined the authority levels and responsibilities of different positions within the government. Additionally, the Constitution secured the right to free education for all school-age citizens (Jordan, 1981).

The philosophy and goals of Jordanian education were derived from the Constitution. For example, Education Law No. 20, enacted in 1955, was written within the spirit of the Constitution (Salameh, 1986). More importantly, the educational administration area was given some attention by the government in the 1950s. In 1952, the national Board of Education was first established. This, also, marked the

beginning of national educational planning in Jordan

(Bukhari, 1973).

In the same year, Jordan's first step toward national

planning was taken with the formation of the Jordan

Development Board under the guidance of the World Bank. The

mission of the Board was to articulate long-range

development plans. However, the Board was ineffective for a

number of reasons including the country's lack of proper

infrastructure and the absence of a national support network

necessary for coordinating such activities (Mazour, 1979).

In 1952, also, the Jordanian Parliament voted to release

King Talal from his responsibilities due to his illness.

His son, Crown Prince Hussein, was proclaimed the new king.

On May 2, 1953, Prince Hussein reached the official age of

18 and took the oath as King of the Hashemite Kingdom of

Jordan. In this year, the country's first five-year

developmental plan was drafted with the help of British,

American, and other international advisors. This five-year

developmental plan was followed by a series of mid-range

developmental plans which continue to the present time.

In the first decade of his rule, King Hussein focused on

internal stability, national security, and foreign

diplomacy. Largely as a result of his efforts, on December

14, 1955, Jordan was granted full membership in the United

Nations. On March 1, 1956, the King dismissed Lieutenant

General John Glubb, a British national, from his position as

the commander of the Jordanian Army thereby initiating the last phase of the change to Jordanian control of the armed forces. Furthermore, the King terminated the Anglo-Jordanian treaty on March 13, 1957. Those historical edicts were seen by Jordanians as important steps toward full independence from foreign colonialism.

During this same significant period in Jordan's history, careful attention was given to education in the country and the establishment of schools became a priority. Roy and Irelan (1992) observed:

> Prior to and during the 1950s, the emphasis on Jordan was essentially quantitative; the objectives were to provide enough schools to serve the entire population and to eliminate illiteracy. As a general rule, schools were established wherever 10, or more, students needed one.

The 1960s:

In 1961, the general census in the country reflected 67.5% illiteracy (i.e., 50% of males and 85% of females could neither read nor write their native language) (Bukhari, 1973). More alarming, only 56.5% of school age children, 6-14 years, were attending school (Shubbak, 1971).

The second five-year developmental plan was ratified in 1961 for the period from 1962 to 1967. In 1964, the plan was adjusted to become a seven-year plan for the period from 1964 to 1970. This plan's stated goal was to increase the enrollment in compulsory schooling to 100% of the school-age population by 1975. It also mandated the reorganization of

the Ministry of Education in an effort to promote

decentralization and improve the quality of education

(Dirani, 1977).

On May 26, 1964, the government enacted Education Law

Number 16 of 1964 and published it in issue number 1763 of

the government's official paper, Al-Jareedah Arrasmiyyah,

The Official Gazette. This law presented a comprehensive

organizational base for education in Jordan. It contained

over 17 articles including: Jordan's Philosophy of

Education, General Objectives, Structure and

Responsibilities of the Ministry of Education,

Classification of Educational Establishments, Teachers,

Educational Stages, Educational Institutions, Private

Educational Establishments, School Buildings, Adult

Education, Health Affairs, Scholarships, and other general

issues (Ministry of Education, 1966).

This law was a landmark piece of legislation in Jordanian

history, in the best sense of the cliché. It redesigned and

expanded the infrastructure of the educational sector and

became the basis of educational reform in the 1960s. The

law extended compulsory education from the sixth grade to

the ninth grade. It also introduced vocational education at

the compulsory education stage and divided the secondary

stage into academic and vocational/technical streams

(Ministry of Education, 1966). The law also delineated the

structure and the duties of the Board of Education (Ministry of Education, 1965).

However, three years later, on June 5, 1967, another war occurred when Israel invaded and occupied the West Bank, the Syrian Golan Heights, and the Sinai Desert of Egypt. Jordan, along with Syria and Egypt, lost the war which was called later "The Six Day War". Consequently, a wave of 250,000 refugees fled again from Palestine to Jordan (Yale, 1968). Although a significant proportion of the seven-year developmental plan had been achieved before the war, the plan was interrupted and many of its major projects were terminated (Dirani, 1977).

In addition to these challenges, the Ministry of Education suffered from instability within the administration. Between the years from 1950 to 1967, the Ministry of Education was managed by 25 Ministers of Education, only five of whom were educators. These ministers had different backgrounds and political agendas, therefore the field witnessed frequent shifts of policies and contradictory major decisions.
(Ministry of Culture and Information, 1971).

The 1970s

Despite the huge burden of the consequences of the Six-Day War, the government continued building the needed infrastructure and developing the educational system. In

the early 1970s, the Jordan Development Board was modified
into the National Planning Council(NPC). Its mission was
mainly to craft the Jordanian national developmental plans.
These plans targeted development of the country including
its educational system. The NPC board of directors was
comprised of the Prime Minister, economic ministers, heads
of the Central Bank and the University of Jordan, and other
members of the business community (National Planning Council
Report, 1973).

The NPC, in this decade, constructed two consecutive
national developmental plans. The first was a three-year
plan implemented from 1973 to 1975; the other was a five-
year plan implemented from 1976 to 1980. The Ministry of
Education cooperated with the NPC in preparing the portions
of the plan that dealt with the development of the
educational system.

The MOE was concerned in the 1970s with linking programs
to the requirements of the government's general development
plans and objectives. Secondary education was diversified
by adding nursing education, postal education, and hotel
management to the curriculum. New vocational education
institutions were established including technical colleges
and trade training centers. Some educational innovations
were introduced such as the division of the school year into
two semesters, the revision of curricula and textbooks, and

the reduction of the number of class periods per day in schools (Roy and Irelan, 1992).

The 1980s

By the 1980s, Jordan had one of the most impressive and well-organized educational infrastructures to be found in the Middle East. After this infrastructure was established, the concern shifted to improving the quality of education. That concern was expressed initially in a specially organized conference held in 1980. The theme was "The Educational Process in a Changing Jordanian Society". The conference preceded the "kick-off" of administrative reforms within the Ministry of Education. The reforms' objectives were to decentralize the MOE by maintaining the Ministry's central office for planning, policy formation, and follow-up, while transferring the execution of administrative processes to regional and local levels (Salameh, 1986).

During this period of time, the government introduced two five-year developmental plans. The first one extended from 1981 to 1985, the other from 1986 to 1990. It should be noted that the educational component of the last developmental plan was adjusted when the government decided to launch major educational reforms. In the following section of this chapter the researcher presented a detailed description of the recent national educational reforms in

Jordan which began in 1985, and the formulation process of

the General Plan for Educational Development.

National Educational Reforms in Jordan

Jaradat (1989) reported that with the beginning of the

1980s, the government of Jordan became alert to many

shortcomings in the educational system during efforts to

build the five year developmental plan for 1986-1990. Those

shortcomings included:

- Lack of interrelation between the school curriculum and the needs of society.
- Shortages in educational technology equipment and lack of proper utilization of it.
- Low efficacy in educational supervision.
- Evident shortages of school facilities.
- Stress on the traditional programs of education and over-stress on certificates and diplomas.
- The inability of the educational administration to deal with rapid changes in the concomitant circumstances.
- Lack of the proper utilization of available resources.
- Ineffective evaluation systems and testing procedures which fell short of meeting their objectives (Jaradat 1989).

Dr. Ali Mahafzah, who was the president of Mu'tah

University in 1985, recalled when the Crown Prince Hassan

visited that university and expressed to him during the

visit his concerns about the educational situation in

Jordan. Mahafzah (1996) said that he suggested to the Crown

Prince that he form a national commission to study the

status of education in the country and to propose solutions

and remedies for this important sector. Later, Mahafzah was

asked by the Crown Prince to head the team which would

spearhead the educational reforms in Jordan.

On October 2, 1985, King Hussein addressed the tenth

parliament house members saying:

> Our response to the civil challenge takes place
> over all fields, beginning with building the human
> being that is armed with knowledge, faith, manners,
> and ambitions. We consider that the most precious
> thing we have, for it is the basic component that
> gives our society strength, unity, and productive
> and innovative work. I am saying for the record
> with my deep satisfaction that about one million
> male and female students enroll in our various
> educational institutions. This number constitutes
> 35% of the total population. (Jaradat et al, 1988)

Shortly after his speech to the parliament, the King

presided at a meeting in the Prime Minister's office. The

meeting was attended by senior statesmen, scholars, and

senior educational leaders. The agenda for the meeting was

primarily a discussion of the current status of education in

Jordan and future challenges in the educational field. In

the meeting, the King directed the government to evaluate

education in Jordan, its strengths and its weaknesses. He

also directed the government to launch a comprehensive

reform in this important field. The King instructed Crown

Prince Hassan to supervise the process (Jaradat

et al, 1988). Dr. Masri (1996) recalled a meeting in which

the King said, "We need an educational revolution." The

King's activities were viewed by the government and the

public as a strong call for comprehensive reforms of the

educational system in Jordan.

The Formulation Process of the General Plan for Educational Development (GPED)

In a special publication in place of the August, 1988, issue of *Risaltul Mu'allim* Journal(The Teacher's Message Journal), the official periodical of the Ministry of Education in Jordan, Dr. Izzat Jaradat and his colleagues, Dr. Wajih Al-Farah, Abdullah Hijazi, Dr. Muhammad Rashed, and Toujan Barmamt, the editors, described in some detail the process that led to the formulation of the General Plan for Educational Development (GPED). This issue was devoted in its entirety to presenting the educational development and reform campaign which took place in Jordan in the years 1985-1987. The following description of the GPED formulation process was mainly derived from The Teacher's Message issue unless noted otherwise.

The Formation of the Committee of Policy of Education

On December 11, 1985, Prime Minister Zaid Al-Rifai reached a decision to form "The Committee of Policy of Education in Jordan (CPE)". The mission of the committee was, as the name implies, to propose the guidelines of a policy to reform the educational field in educational Jordan. The Committee was composed of 12 members (See Table 2.1) and was headed by Dr. Ali Mahafzah, who was serving as the President of Mu'tah University at that time (MOE, 1987).

One week later, on December 18, 1985, the committee was convened for the first time. The second meeting was held on December 23, 1985, and presided over by the Crown Prince. In this meeting, the Crown Prince offered his ideas and perspectives. He emphasized that the role of the committee was to prepare a proposal for the reform and development of the educational field over the coming two decades. He stressed that such a proposal should reflect the ambitions of the young Jordanian society. As a show of deep interest in the work of the committee, the Crown Prince attended many of the following meetings and commissioned one of his office staff members to attend all committee meetings.

Table 2.1

Names of the Members of the (CPE)

1. Dr. Ali Mahafzah	Mu'tah University
2. Dr. Omar Al-Sheikh	University of Jordan
3. Dr. Fareed Abu Zainah	Yarmouk University
4. Dr. Lewis Muqatash	University of Jordan
5. Dr. Sahban Khlaifat	University of Jordan
6. Dr. Umaima Al-Dahhan	University of Jordan
7. Dr. Ziad Fareez	Ministry of Planning
8. Dr. Ahmad Bashayreh	MOE, Secretary General
9. Dr. Munther Masri	Vocational Training Foundation
10. Dr. Adawiyyah Al-Alami	MOE
11. Dr. Ali Al-Zaghal	Yarmouk University
12. Dr. Bassam Al-Sakit	Royal Scientific Society

Source: Ministry of Education, 1987.

After 14 meetings over a five month period, the CPE concluded its work of evaluating the current status of

education in the country. Some details about the work and the methodology of the committee will be presented later.

The CPE, at this stage, created a subcommittee named "The Subcommittee of the Preparation of the Educational Policy" (SPEP). Members of this subcommittee were: Dr. Ali Mahafzah, Dr. Omar Al-Sheikh, Dr. Lois Muqattash, and Dr. Munther Al-Masri. The mission of the subcommittee was to document the CPE's deliberations and to lay out the strategies required to reform the educational sector in Jordan, based upon the conclusions drawn from the CPE meetings. After 24 meetings over a period of six months, the SPEP concluded its efforts and issued a historical report titled "The Report on the Educational Policy in Jordan". The report included two parts; Part 1: The Current Situation of Education. Part 2: The Educational Policy. The report was considered the first major document of the educational reform process in Jordan. The report was later presented to the Board of Education (BOE).

Subsequently, the Board discussed all details presented in the report during the course of 15 meetings held in the period between February 18 and June 17, 1987. The BOE also recognized the different opinions that evolved from the discussions. Therefore, the Board formed a special committee from some of the Board's members to cooperate with the Committee of Policy of Education (CPE) in putting the document into its final format. After the final touches

were added, the proposal was submitted to the Prime Minister
for ratification.

The Formation of Central Work Team (CWT)

Due to the fact that developing the country's educational
system was a "national responsibility", which was one of the
reform campaign slogans, the government decided to include a
wider range of participants to represent the input and the
views of various fields and agencies within Jordanian
society. Hence, the Minister of Education announced the
formation of the Central Work Team (CWT). The team was
composed of the heads of the departments in The Ministry of
Education. In addition, representatives from the ministries
of Planning, Information, Health,Higher Education, Holy
Sites and Islamic Affairs, Agriculture, Labor and Social
Development, and Youth were added. Also included were
representatives from Jordanian universities, Armed Forces,
and the United Nations Relief Work Agency (UNRWA) (See Table
2.2).

On May 7, 1987, Crown Prince Hassan presided over the
first meeting of the Central Work Team where he challenged
the group: " ... to secure the best educational
circumstances needed for the growth of our future
generations, the participation of all social centers is
required"

(Table 2.2)

Members of Central Work Team

I.	Representatives of government agencies:	
1.	Dr. Ahmad Al-Tal	Secretary General, Ministry of Higher Education.
2.	Mr. Muhammad Jamil Qasim	Secretary General, Ministry of Youth
3.	Dr. Munther Masri	Director General, Vocational Training Corporation
4.	Dr. Ziad Fareez	Secretary General, Ministry of Planning
5.	Dr. Ahmad Qatanani	Secretary General, Ministry of Occupied Land Affairs
6.	Dr.Abdulsalam Al-Abbadi	Secretary General, Ministry of Endowments and Islamic Affairs
7.	Mr. Muwaffaq Al-Saudi	Acting Secretary General, Ministry of Agriculture
8.	Mr. Micheal Hamarneh	Secretary General, Ministry of Information
9.	Dr. Sulaiman Al-Subaihi	Secretary General, Ministry of Health
10.	Dr. Muhammad Al-Suqour	Secretary General, Ministry of Labor and Social Development
11.	Mr. Aref Miqdad	Director of Military Education and Culture
12	Ms. Randa Miqhar	Office of the Crown Prince
II.	Jordanian Universities:	
1.	Dr. Kamal Duwwani	The University of Jordan
2.	Dr. Victor Billeh,	Yarmouk University
3.	Dr. Abdul Majeed Nusair	University of Sciences and Technology
4.	Dr. Ahmad Battah	Mu'tah University
III	Ministry of Education:	
1.	Dr. Radi Al-Wqfi	Secretary General
2.	Dr. Izzat Jaradat	Director of Development and Educational Studies
3.	Mr. Abdullah Al-Hindawi	Director General of Education and Supervision
4.	Dr. Ahmad Hiasat	Director of Curriculums and Educational Technology
5.	Ms. Nawal Hashisho	Director of Planning and Cultural Relations
6.	Mr. Khaled Al-Ghizzawi	Director of Financial Affairs
7.	Mr. Hani Al-Hulwani	Director of Administrative

		Affairs
8.	Mr. Hasan Ala'uddeen	Director of Students' Affairs
9.	Dr. Muhammad Al-Jabiri	Director of Computer Center
10.	Mr. Ahmad Al-Taqi	Director of Examinations
11.	Mr. AbdulRazzaq Al-Ma'ani	Director of Projects and School Buildings
12.	Dr. Farah Al-Rabadi	Director of the Minister's Office

Source: Jaradat et al, 1988.

The Crown Prince's Field Visits

Parallel to the above steps, the Crown Prince made extensive field trips to all regions of the country to obtain first-hand information about the educational situation at the local level and to listen to the concerns and receive the input of educators in the field and the public in general. Dr. Al-Waqfi (1996) acknowledged: "In these trips we met with the educational, civic, and political leaders of all provinces in the country. We also listened to the concerns and suggestions of many educators." These trips took place in the period between February 15 and May 12, 1987 (Jaradat et al, 1988).

Situation Analysis through Surveys

In a subsequent step, the MOE decided to conduct surveys as situational analysis tools. Forty-seven surveys were prepared and many committees and work teams were established to assume the related responsibilities. The plan for such work was presented at the second meeting of the Central Work Team (CWT). In February, 1987, the surveys were distributed

to the respective educators. Later, in June, 1987, they were collected and the data were analyzed in regional educational conferences. These conferences were held in all educational directorates within the country. Educators of each directorate studied and analyzed the input from the field as reflected in the surveys. The conferences also arrived at some conclusions that resulted in recommendations and resolutions which reflected the views of educators in the area (Jaradat et al, 1988).

Central Educational Workshops

The findings and recommendations of the above regional conferences were consolidated and analyzed further by the "Central Educational Workshops". These Workshops were held in Amman by the Ministry of Education beginning on July 7, 1987, and lasted two weeks (Al-Ra'i, 1987).

The mission of the Workshops was to analyze and synthesize the input of educators in the field as reflected in the surveys and the resolutions of the regional educational conferences. The participants in these Workshops were educational leaders who participated and supervised the development of the surveys, educational leaders from all directorates around the country, and officials and experts from the Ministry of Education.

The workshops concentrated their research on five major domains:

domains:

    1. Curriculum and educational technology

    2. Students' issues

    3. Status of education and tests

    4. Educational supervision

    5. Vocational education

These domains encompassed all the data collected from the field through the surveys, regional conferences, and other situation analysis activities.

Committees of Experts

In a following step, the Ministry of Education presented the work done to that date to 31 "Committees of Experts"

Table 2.3
A List of the Committees of Experts

1	Islamic Education	17	Boy and Girl Scouting
2	Arabic Language	18	School Health & Nutrition
3	Social Studies	19	Extracurricular Activities
4	English Language	20	Commercial Education
5	Science	21	Agricultural Education
6	Mathematics	22	Industrial Education
7	Art	23	Female Education
8	Physical Education	24	Nursing Education
9	Grades 1 - 3	25	Educational Efficacy
10	Vocational Education	26	School Administration
11	School Laboratories	27	School and Society
12	Computers	28	Private Education
13	School Libraries	29	Kindergarten Programs
14	Educational TV	30	Educational Counseling
15	Educational Methods	31	Educational Supervision
16	Examinations		

Source: Al-Ra'i, 7/28/1987

These 288 experts were university professors, experienced educators, and Ministry officials. In a 10 day period which began on July 28, 1987, each committee tackled one specific

aspect which was evaluated by the Central Educational Workshops. They reviewed the final reports of the above Workshops, proposed the needed adjustments, and added new recommendations. (Al-Ra'i, 1987a).

The Documented Panels

The "Documented Panels", known also as "The Televised Panels" added the final touches to the planning phase of the Jordanian educational reforms. The Panels were held in the Jordanian Television studios from August 30th to September 2nd of 1987 (Al-Ra'i, 1987b; Jaradat et al, 1988). Crown Prince Hassan, the Board of Education, the Central Work Team, and the Committees of Experts participated in the discussions. The Panels were all videotaped to be documented and preserved for later reference. In these intensive documented discussions, the participants reviewed the reports and studies developed until that moment and added the latest necessary points. That was the final review by the policy makers of the reform documents and reports before their presentation to the masses of Jordanian educators at the National Conference for Educational Development.

The National Conference for Educational Development (NCED)

At this point, the government concluded the planning phase of the reforms, and formed The Executive Office of the

National Conference for Educational Development(NCED). The

Office was composed of six experts and officials who

organized and synthesized the reports developed up to that

time (See Table 2.4). They, then, put these in their final

format to be presented and discussed during the upcoming

National Conference for Educational Development. The

documents in their final format included the following:

1. The Report of the Committee of the Policy of

    Education:

    Volume I.   The Status of Education in Jordan.

    Volume II. The Policy of Education.

2. Reports of the Committees of Experts:

    a. Curriculum: Literature and Humanities.

    b. Curriculum: Science and Technology.

    c. Educational situations: Teachers,

        Examinations, Private Education,

        Kindergartens, Schools and Society.

    d. Educational Administration.

    e. School Buildings and Facilities.

Table 2.4 Members of the Executive Council of the NCED

- **Dr. Radi Al-Waqfi, President**   Secretary General of MOE
- **Mr. Abdullah Al-Hindawi**   Dir. of Educational Affairs
- **Dr. Farah Al-Rabadi**   Dir. of the Minister's Office
- **Dr. Izzat Jaradat**   Dir. of Development and
                                      Educational Research
- **Dr. Ahmad Hiasat**   Dir. of Curricula and
                                      Educational Technology
- **Mr. Khaled Al-Sheikh**   Director of Training and
                                      Educational Supervision

Source: Jaradat, et al (1988)

On September 6 and 7, 1987, the first National
Conference on Educational Development was held in Amman.
King Hussein attended the conference and gave a historical
speech which outlined the basic principles that guided the
educational development campaign. Throughout the
conference, the Jordanian experts and officials in the field
of education discussed the various studies, reports, and
proposals presented. At the end of the conference, the
resolutions were declared.

On September 14, 1987, the Minister of Education, Mr.
Thouqan Al-Hindawi, formed a national committee to follow up
the resolutions of the conference and develop them in a form
of a plan. This committee was composed of 17 members, four
of whom were members of the Committee of the Policy of
Education (Table 2.5). Relying on the documents presented
at the conference which are listed earlier, this national
committee devised the General Plan for Educational
Development (GPED) which was to reform education in the
Hashemite Kingdom of Jordan. The span of this plan
initially extended from 1988 to 1998.

Table 2.5

Members of the National Committee of the NCED

1. Dr. Radi Al-Waqfi, Chairman	Secretary General, MOE
2. Dr. Munther Masri, V. President	Vocational Training Foundation
3. Dr. Ali Mahafzah	Mu'tah University
4. Dr. Abdul-Salam Al-Abbadi	Endowments and Islamic Affairs
5. Dr. Munther Salah	Royal Scientific Society
6. Dr. Abdullah Z. Al-Keilani	The University of Jordan
7. Dr. Victor Billeh	Yarmouk University
8. Dr. Umaima Al-Dahhan	The University of Jordan
9. Dr. Sahban Khlaifat	The University of Jordan
10.Mr. Husni Ayesh	Private Sector
11.Dr. Iyad Al-Qattan	The University of Jordan
12.Dr. Khaleel Elayyan	The University of Jordan
13.Dr. Reema Khalaf	Ministry of Planning
14.Dr. Izzat Jaradat	Director of Planning, , MOE
15.Mr. Abduillah Al-Hindawi	Director of Education, MOE
16.Dr. Ahmad Hiasat	Director of Curricula, MOE
17.Mrs. Nawal Hashisho, Secretary	MOE

Source: Jaradat et al, 1988.

The National Center for Educational Research and Development

(NCERD)

After the conclusion of the National Conference of

Educational Development, the Jordanian Government requested

the World Bank to finance the projects of the General Plan

for Educational Development. After long negotiations and

cutting much red tape, the World Bank, in cooperation with

the Overseas Economic Cooperation Fund (OECF) of Japan,

agreed to grant Jordan a long-term Sector Investment Loan

(SIL) effective September, 1989 (The World Bank, 1989; Abu

Samaha, 1989).

1. It was mutually agreed that the World Bank, the (OEFC),
   and Jordan's treasury would finance a sector project
   which included the following educational reform projects.

2. The development of curricula, textbooks, and
   educational technology.

3. School building projects.

4. Teacher training programs.

5. Educational research and development.

   This deal was called later "The Sector Project". Each
party provided roughly one third of the "sector project"
cost. On the other hand, the Jordanian government provided
the budget for the rest of the projects which were not
financed by the above international entities. These
projects were:

1. Educational supervision reform programs.

2. School administration reform programs.

3. Illiteracy eradication programs.

4. Test and examination reform projects.

5. Kindergarten programs reform project.

   It should be noted, however, that due to the long course
of the negotiations, the full execution of the plan had to
be delayed for about two years, from early 1988 to late 1989
(Masri, 1996; Jaradat, 1996). Furthermore, the World Bank
asked the Jordanian government to form an intermediary
council to serve as a liaison between the financial
organizations and the Ministry of Education (Abu Samaha,

1989; Jaradat, 1996). Accordingly, the Prime Minister issued a decree to establish the Intermediary Council in 1989 (See Table 2.6). It started performing its major functions in early 1990. Headed by the Crown Prince Hassan, The Higher Council for Science and Technology (HCST) established the National Center for Educational Research and Development (NCERD) to be its headquarters and secretariat of the Intermediary Council (NCERD, 1995).

Dr. Tayseer Al-Nahar, the vice president of the (NCERD), indicated that his center functioned as the technical arm of the Intermediary Council and played a multiplicity of important roles in terms of the educational reforms (1996). Jaradat et al (1990) indicated that the NCERD roles include the following:

1. Monitoring and evaluate how effectively individual programs and sub-projects operate and contribute to the overall reform strategy.
2. Establish a national educational data base and develop an information system on promising new educational initiatives.
3. Conduct policy-based research.
4. Institutionalize educational innovation, so as to maintain the momentum of the reform.

Table 2.6 Members of the Intermediary Council

1. The President of the NCER
2. The Secretary General of the Ministry of Education
3. The Secretary General:Ministry of Higher Education
4. Director General:Vocational Training Corporation
5-6.Two representatives from Jordanian Universities
7. A representative of the Ministry of Planning
8. A representative from the NCERD

Source: The National Center for Educational Research and Development, 1995.

Summary

The Educational system in Jordan was developed in the
early 1920s and expanded rapidly over the following decades.
The lack of proper educational infrastructure and the influx
of Palestinian refugees, because of the Israeli occupation
of their land in 1948 and 1967, kept policy makers in a
continuous struggle to provide basic educational services to
the rapidly-growing, young, Jordanian society. These
circumstances, among others, have left policy makers in
recent years with a big question mark about the quality of
education in the country.

In the 1980s, the people's call for improving the
quality of education became loud and clear. The government
responded by launching a national reform campaign
unprecedented in the history of Jordan. The government
began the reform march by forming the Committee of the
Policy of Education (CPE) which evaluated the status of
education in Jordan and proposed a strategy for the intended
reforms. The CPE report was reviewed and then amended by
the national Board of Education, educational leaders and
educators in the field, and Jordanian experts and scholars
through hundreds of lengthy meetings in the period between
1985-1987.

On September 6, 1987, the National Conference for
Educational Development (NCED) ceremonially ratified the

Jordanian strategy to reform education. Following the
conference, a team formed by the Ministry of Education
constructed The General Plan for Educational Development.
The plan was intended to cover the period between 1988 and
1998. Due to financial and logistical constraints, the full
implementation of the plan began in late 1989 and its ending
date was later extended until the year 2000.

CHAPTER THREE

RESEARCH METHODOLOGY

Introduction

This chapter will outline the methodology which will be
followed in this research. As stated in Chapter One, this
study is a comparison between the process followed in
formulating the Jordanian General Plan for Educational
Development (GPED), which was completed in 1988, and the
formal process of strategic planning. This research
investigated the possibility that the formulation process of
the GPED was short of adhering completely to the standards
of the formal strategic planning process.

Therefore, the study addresses the following research
questions:

1. What are the standards of formal strategic
   educational planning?

2. What was the process followed by the Jordanian
   policy makers in building their strategy to
   reform their educational system?

3. What was the discrepancy, if any, between the
   standards of the formal strategic planning
   process and what was used in formulating the
   General Educational Development Plan?

To answer the above research questions, the researcher found the Discrepancy Evaluation Model the most befitting evaluation methodology. The Discrepancy Evaluation Model (DEM) was developed by Malcolm Provus, who presented it first at the annual meeting of the American Education Research Association (AREA) in Los Angeles, California in 1969. Later, Provus revised his model in light of the critiques presented by some prominent scholars at that meeting. In 1971, he published the revised model in a book titled *"Discrepancy Evaluation: for Educational Program Improvement and Assessment"*.

Brief Presentation of the Discrepancy Model:

According to Provus (1971), an educational program evaluation consists of three basic tenets:

1) Standard(s): This means the list of characteristics or qualities a program or an object should possess.

2) Performance (P): the actual characteristics or qualities such a program or an object possessed after the completion of the program or building certain object.

3) Discrepancy (D): The difference, or the gap, found after conducting the comparison between the standards (S) and the performance (P), or stated as a formula:

$$S - P = D. \text{ (Provus, 1971)}$$

Therefore, the ultimate goal of this evaluation model is to delineate the discrepancy between what should be done and

what actually is done in all stages of the program or the project under evaluation. Thus, the model was called the Discrepancy Evaluation Model (DEM).

Stages of the Discrepancy Evaluation Model

Discrepancy evaluation is implemented over the five major stages of program development. According to Provus (1971), these stages are:

1. Design

2. Installation

3. Process

4. Product

5. Program Comparison

At each of the above stages, an evaluation process will take place. This evaluation process involved the use of the basic tenets of program evaluation presented earlier. At each of the above stages, the standards, the performance and the discrepancy are identified. Therefore, when the evaluation is completed, the discrepancies between what should be done and what actually happened at all phases of the program will be clear. Then, program supervisors, if they wish, may make decisions on the changes and the adjustments needed.

The Adoption of Discrepancy Evaluation Model in This Study

Since the researcher sought to analyze only the strategy formulation stage in the educational reform project, the utilization of DEM was confined to the design stage described earlier.

The Identification of Standards (S)

As explained in Chapter One, the researcher attempted to delineate the standards of formal strategic planning. These standards were used later as criteria with which the formulation process of the Jordanian educational plan was compared. The researcher chose strategic planning as the criteria because it is the most developed and researched planning approach available in contemporary educational research. To identify the standards of formal strategic planning, the researcher:

1. Identified the contributions and literature written by the leading authorities in the fields of strategic planning, strategic management, and strategic planning in education.

2. Reviewed and synthesized the literature described earlier to derive from it what authorities recognize as standards of strategic planning.

3. As a final step in this stage, the researcher
   listed the strategic planning standards as
   recognized by all or the majority of the
   authorities reviewed.

The completion of the above steps corresponded with the
fulfillment of the first step of the discrepancy evaluation
process, according to Malcolm Provus.

The Review of Performance (P)

The researcher then studied the process followed in
Jordan in 1987 that led to the formulation of the General
Plan for Educational Development (GPED) which proposed to
reform the educational system in the Hashemite Kingdom of
Jordan on the national level. The study included the
following:

1. A review of the literature which described such
   process. Published materials by the Ministry of
   Education and other governmental agencies were
   examined. Additionally, the written press
   coverage of the planning process was also
   reviewed.

2. A review of the available internal documents of
   the Ministry of Education and the planning
   team.

3. Personal interviews with key Jordanian experts

and officials, who led and/or observed the
planning experience. Six key officials and
experts who led the reform and planning process
were interviewed (See Appendix C).

Based on the information gathered through the above
research steps, the researcher gained a clear understanding
of the methodology used to formulate the Jordanian Plan.
According to Provus, such inquiry is the second step in the
evaluation process, to study the performance (P), in another
word, to know what actually happened.

The Identification of Discrepancy (D)

To complete the third step of the evaluation process
defined by Provus, the researcher conducted a comparison
between the established standards of the formal strategic
planning and the actual performance of the Jordanian
planning team when, in 1987, it formulated its strategy to
reform education. Consequently, the researcher pointed out
the discrepancies (D) between the standards of formal
strategic planning and the Jordanian practices.

Summary

This study made an effort to conduct a comparison between the formal strategic planning process and the planning process which led the construction of the General Plan for Educational Development in Jordan. To conduct such a comparison, the researcher resorted to the Discrepancy Model which had been developed by Malcolm Provus in the late 1960s.

Provus's model entails a simple and common sense methodology which includes three steps. The first step involves the identification of major constructs or the standards of a model, a project, or an object in its ideal state. The second step is to figure out the actual performance of this project or that program. The third step involves the identification of the discrepancy between the ideal situation, the standard, and what is actually happening, or the performance.

In this study, the researcher selected strategic planning as the standard by which the planning process followed in developing the GPED was measured. The difference between the two practices revealed whether the Jordanian planning was strategic planning or was another type of planning.

CHAPTER FOUR

STRATEGIC PLANNING AND EDUCATION: AN INTRODUCTION

Introduction

Strategic Planning is a state-of-the-art management principle today, and it has evolved over the years. Corporations, government agencies, and nonprofit organizations are increasingly turning to the practice of strategic planning to survive in this extremely competitive world.   There are many corporations and organizations with fully-staffed departments responsible for developing strategic plans for their organizations.

Educational institutions, educational departments, and school districts throughout the United States began to apply this practice (Cook, 1988; McCune, 1986). Many state departments of education issued mandates requiring its institutions to develop their strategic plans.   "An estimated 500 school districts currently engage of some form of strategic planning", McCune (1986) reported. Obviously, these districts valued the importance of strategic planning and its positive effects on decision-making processes and, eventually, on the progress of their educational institutions.

However, due to the fact that strategic planning was developed in the business and public fields, the researcher reviewed original management and business references to gain

a more comprehensive picture of this particular approach.

Literature on the application of strategic planning in

educational settings was also reviewed.

Strategic Planning: Definitions

Researchers and authorities have suggested many

definitions for strategic planning. These authorities come

from business and management fields as well as from the

educational administration arena. George Steiner, author of

the widely acclaimed textbook, *Strategic Planning: What*

every Manager Must Know, stated:

> I define formal strategic planning from four
> points of view, each of which is needed in
> understanding it. First, planning deals with
> the futurity of current decisions. Second,
> strategic planning is a process. Third,
> strategic planning is an attitude, a way of
> life. Fourth, a formal strategic planning
> system links three major types of plans;
> strategic plans, medium range programs,
> and short-range budgets and operating
> plans(1979).

Bryson (1988) saw strategic planning as a "disciplined

effort to produce fundamental decisions and actions that

shape and guide what an organization is, what it does and

why it does it." In their popular book, *Applied Strategic*

Planning, Goodstein, Pfieffer and Nolan, (1993) defined

strategic planning as, "the process by which the guiding

members of an organization envision its future and develop

the necessary procedures and operations to achieve that

future." In a simple and clear statement, William Birnbaum (1990), stated that strategic planning is, "the managerial process which, examining the organization as a whole, addresses three questions: where are we today? where do we wish to arrive?, and when? [and] how we get from here to there?."

In his book, *Bill Cook's Strategic Planning for America's Schools*, Cook defined strategic planning as:

> an effective combination of both a process and discipline which if faithfully adhered to, produces a plan characterized by originality, vision, and realism. The discipline includes the vital ingredients of the plan itself; the process is the organizational dynamic through which the vital ingredients are derived. Both the discipline and the process are aimed at total concentration of the organization's resources on mutually predetermined measurable outcomes.

Shirley McCune (1986) presented another perspective of Strategic Planning in her book, *Guide to Strategic Planning for Educators*. She stated:

> Strategic planning is a process for organizational renewal and transformation. This process provides means of matching services and activities with changed and changing environmental conditions. Strategic planning provides a framework for improving and restructuring of programs, management, collaborations, and evaluation of the organization's progress.

From the above definitions one can infer the following:

From the above definitions one can infer the following:

- Key leaders of the organization initiate and participate in the strategic planning efforts.

- Strategic Planning examines and evaluates the whole organization in a thorough manner.

- Strategic planning, if administered properly, produces a fundamental change and reform in the organization.

- Strategic Planning helps the leaders and the members of the organization to develop a clear vision of current status as well as the future of the organization.

- The application of strategic planning helps the organization to produce fundamental quality decisions and actions that will eventually bring significant improvement and progress to the organization.

- Strategic Planning causes the organization to be positively adaptable to developments in the changing environment.

- Strategic planning is not only a managerial practice, rather, it should be looked at as a way of life.

Strategic Planning Vs. Long-Range Planning

Long-range planning is a predecessor approach to strategic planning. It was introduced in the business field in the 1950s. However, as mentioned earlier, the trend currently is toward strategic planning which caused long-range planning to diminish gradually in popularity in the corporate world and public organizations. Therefore, long-range planning is not a synonym for strategic planning as it is commonly and incorrectly assumed. Bryson (1988) outlined the important differences between the two kinds of planning. He stated:

1. Strategic planning relies more on identifying and resolving issues, while Long-Range planning focuses more on specifying goals and objectives and translating them into current budget and work program.

2. Strategic planning emphasizes assessment of the environment outside and inside the organization far more than Long-Range planning does. Long-Range planners tend to assume that current trends will continue into the future, while strategic planners expect new trends, discontinuities, and a variety of developments.

3. Strategic planners are more likely than Long-Range planners to summon forth an idealized version of the organization--the "vision of success"--and ask how it might be achieved.

4. Finally, strategic planning is much more action-oriented than Long-Range planning. Strategic planners usually consider a range of possible futures and focus on the implications of preset decisions and actions in relation to that range.

In his book *Strategic Planning, Management, and*

Decision Making, Cope presented another elaboration on the

difference between strategic and long-range planning. He

indicated that:

> Long-Range planning ... so popular in the 1960's
> implicitly assumed a closed system, within which
> institutional five-year and ten-year blueprints
> could be constructed. Strategic planning assumes an
> open system in which organizations are dynamic and
> constantly changing as they integrate information
> from a turbulent environment. Long-Range planning
> focused upon the final blueprint.
> Strategic planning focused upon the process.
> Long-Range planning, with its application of
> formulas, assumed rationality but was inadequate, as
> it gave too little attention to values, politics,
> and changed circumstances.
> Strategic planning is rational because it
> incorporates the reality of the irrational (1982).

This distinction between long-range planning and

strategic planning is important. Many organizations and

educational establishments throughout the world are still

practicing long-range planning and have yet to experience

strategic planning, assuming no difference between the two

planning practices.

Approaches and Models of Strategic Planning

In this research, the researcher cited and referred to

many established experts and authors in the field of

strategic planning. These are considered authorities in the

field. They either wrote major or landmark books or

textbooks in the field and/or had lengthy experiences and

preparation in strategic planning. Additionally, most of

them developed training programs to prepare participants to be strategic planners. Such programs are either organized by their own consulting firms or by renowned professional organizations like the American Management Association (AMA), the American Society for Training and Development (ASTD), and others.

Among the first authorities in the field of strategic planning was George Steiner who wrote *Top Management Planning* in 1969, in which he included his model of strategic planning. Later, he revised his model and presented it in his second book *Strategic Planning: What every Manager Must Know* (Figure 4.1). This landmark book was published in 1979 and is frequently cited by authors and researchers in the field (Mintzberg, 1994).

After the Publication of steiner's books, many books, models and approaches were introduced including James Higgins' and Julian Vincze's textbook *Strategic Management and Organizational Policy*, in 1979, 1983 and 1986; John Pearce II and Richard Robinson, Jr.'s *Strategic Management: Strategy Formulation and Implementation* in 1982 and 1985; Joe Thomas's textbook *Strategic Management: Concepts, Practice, and Cases* in 1988, to name but a few.

STRATEGIC PLANNING

TACTICAL PLANNING

INFORMATION
FLOWS

**EXPECTATIONS OF MAJOR
OUTSIDE INTERESTS**
Society
Community (local)
Stockholders
Customers
Suppliers
Creditors

**EXPECTATIONS OF MAJOR
INSIDE INTERESTS**
Top managers
Other managers
Hourly workers
Staff

THE DATA BASE
Past performance
Current situation
Forecasts

EVALUATIONS OF
Environment:
Opportunities
Threats
Company:
Strengths
Weaknesses

THE
PLAN
TO
PLAN

MASTER STRATEGIES
Mission
Purposes
Objectives
Policies
PROGRAM STRATEGIES

MEDIUM–RANGE
PROGRAMMING
& PROGRAMS

SHORT–RANGE
PLANNING &
PLANS

IMPLEMENTATION
OF PLANS

REVIEW &
EVALUATION
OF PLANS

DECISION &
EVALUATION
RULES

The book by John M. Bryson, *Strategic Planning for Public and Nonprofit Organizations,* stands as another titular book on this subject. Bryson's strategic planning model (Figure 4.2) was also among the early models and is commonly taught in business colleges and adopted in the corporate world. J. William Pfeiffer and his colleagues, Leonard D. Goodstein and Timothy M. Nolan, presented their approach, Applied Strategic Planning, in their textbook that carries the name of this approach, a manual, and many other books and writings. Their model of applied strategic planning is widely studied and implemented in the United States and around the world (Figure 4.3).

Team-Based Strategic Planning is a recent approach advocated by C. Davis Fogg. He explained his model (Figure 4.4) in his book *Team-Based Strategic Planning: A Complete Guide to Structuring, Facilitating, and Implementing the Process.* The book, published in 1994 by the American Management Association, provides a forum from which Fogg trains professionals on strategic planning.

Among the most recently developed approaches to strategic planning is Stephen Haines' Model (Figure 4.5). Haines is the president and founder of the Center for Strategic Management in San Diego, California. He is the author of *Sustaining High Performance: The Strategic Transformation to a Customer-Focused Learning Organization* and *Successful Strategic Planning,* both published in 1995. Haines trains

professionals on the use of his strategic planning model.

He also developed a comprehensive manual to help strategic

planners apply his model in real settings.

These models and others might appear, somehow, to be

different but they actually meet on all major strategic

planning standards. Mitzberg (1994) asserted:

> The literature of planning has offered
> literally hundreds of models of the process by
> which strategy could supposedly be formally
> developed and operationalized. In fact ...
> these built on a single conceptual framework,
> or basic model, differing less in the
> fundamentals than in levels of detail. They
> ranged from the simple elaboration of that
> framework to the highly detailed specification
> of its steps, using all kinds of checklists,
> tables, diagrams, and techniques.

An Effective Strategic Planning Approach

Figure 1. Strategic Planning Process.
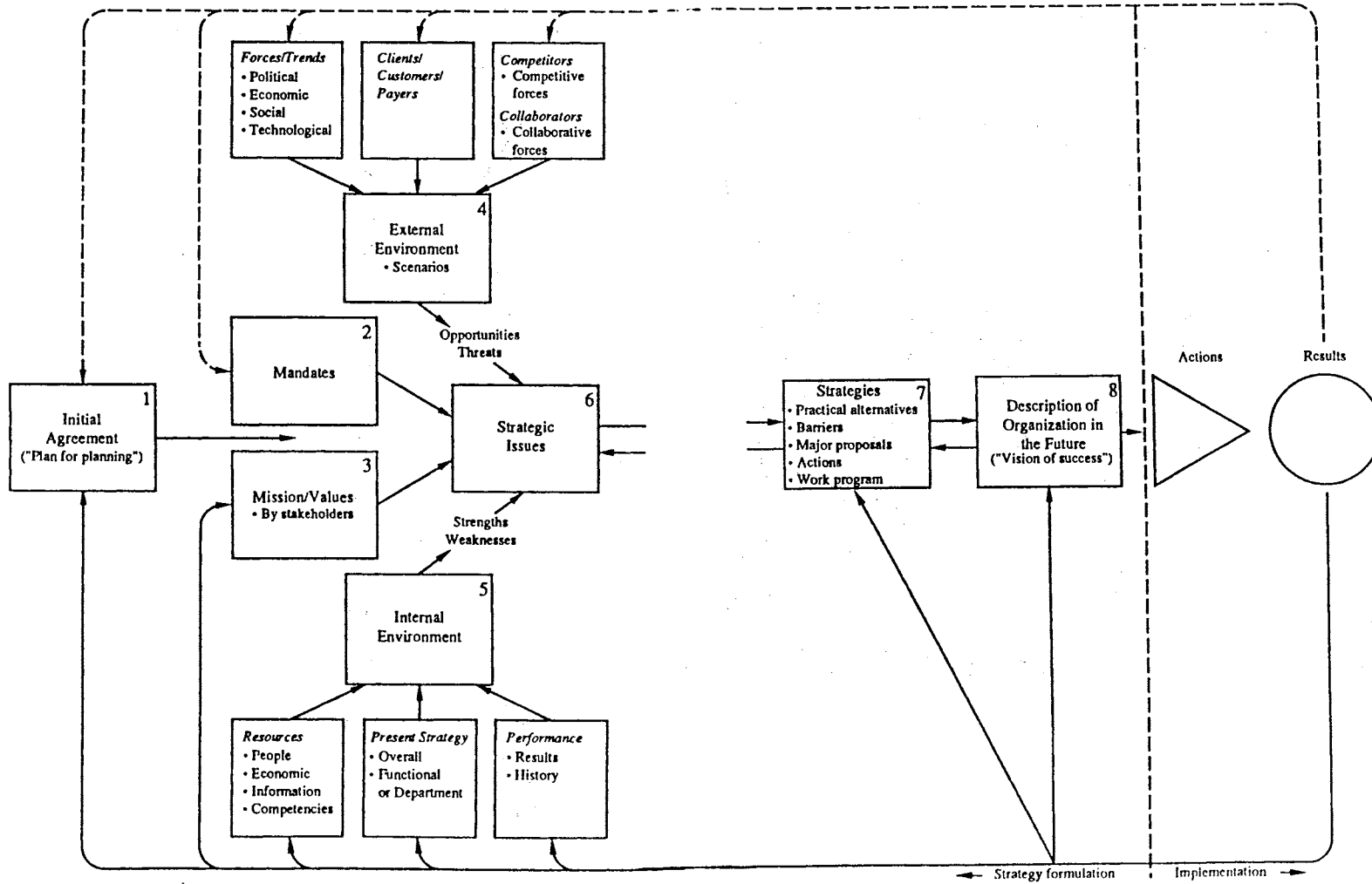
Figure (4.2) The Bryson Model of Strategic Planning
Source: Bryson, 1988.

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Figure (4.3) The Applied Strategic Planning Model
Source: Goodstein et al, 1992.
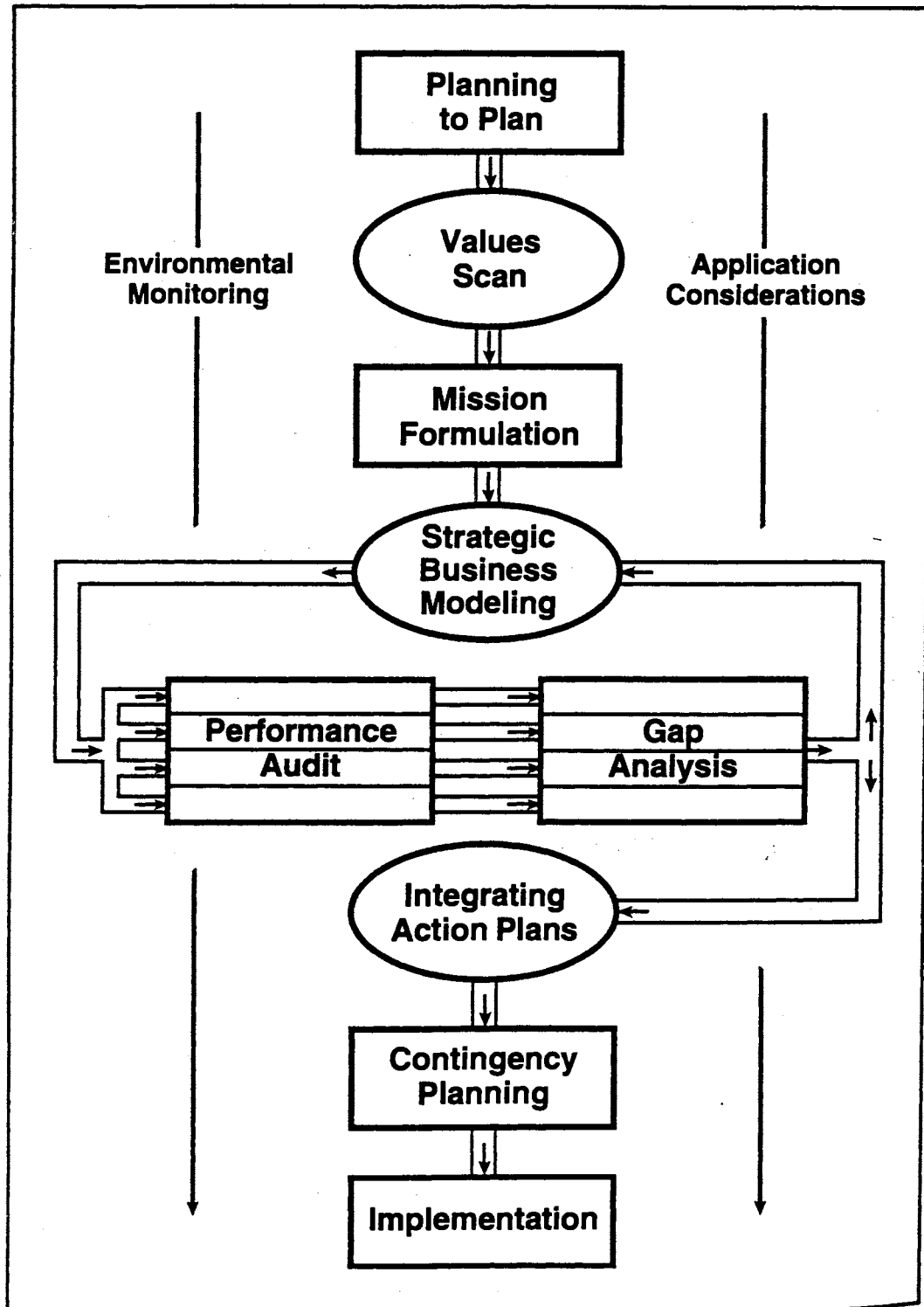
.. Planning process flow.

PLANNING BASE	RESULTS REQUIRED	HOW	IMPLEMEN-TATION	REVIEW
INTERNAL ASSESSMENT	VISION/ MISSION	STRATEGIES	DELEGATED OBJECTIVES	
EXTERNAL ASSESSMENT				REVIEWS
ASSUMPTIONS	OBJECTIVES	PROGRAMS	DELEGATED PROGRAMS	
PRIORITY ISSUES				
WHERE ARE WE NOW?	WHERE DO WE WANT TO BE?	HOW WILL WE GET THERE?	WHO MUST DO WHAT?	HOW ARE WE DOING?

Figure (4.5) Haines & McCoy of Strategic Planning
Source: Haines & McCoy, 1995.

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Strategic Planning In Education

Strategic planning in U.S. public education emerged in the mid-1980s. According to Conley (1992) and McCune (1986), around 500 school districts adopted some form of strategic planning. The American Association of School Administrators (AASA) and the Association for Supervision and Curriculum Development (ASCD) promoted strategic planning for educational institutions through publishing and widely distributing Shirley McCune's book *Strategic Planning for Educators* in 1986, and William Cook's book *Strategic Planning for America's Schools* in 1988. The authors of these books are conducting training workshops to prepare certified strategic planners for educational institutions. They do this under the sponsorship of the above professional organizations.

William Cook, in particular, is a well-known expert and trainer in the field of strategic educational planning. His firm, The Cambridge Group, facilitated plans in more than 300 districts and trained internal strategic planning facilitators in over 2,500 others (The Cambridge Group, 1995). He developed a strategic planning model (Figure 4.6), which consists of two major sets of actions; Disciplines and Processes. Each contains a number of constructs (Cook, 1988).

Figure 4.6

Bill Cook's Model of Strategic Planning

Disciplines	Process
Beliefs	The Facilitator
Mission	Setting Climate for Planning
Policies	Research
Internal Analysis	The Planning Team
External Analysis	The First Planning Session
Critical Issues	Management of the Team
Objectives	Challenge and Orientation
Strategies	Developing the Plan's components
Action Plans	Communicating the Plan
	Building Action Teams
	Action Team Work
	The Second Planning Session
	Board Approval
	Implementation
	The Annual Updates

Source: Cook, 1988.

In 1991, Dr. Roger Kaufman of Florida State University and Dr. Jerry Herman of the University of Alabama published their comprehensive textbook *Strategic Planning In Education: Rethinking, Restructuring, Revitalizing*. In this book they outlined their step-by-step approach to strategic planning for educational organizations (Figure 4.7).

In the same year, the ASCD's publication, Educational Leadership, devoted its April, 1991, issue to strategic planning. The Educational Resources Information Center (ERIC) listed around 400 titles under the heading "strategic planning" written since 1989.

Figure 4.7 Kaufman and Herman's Model of Strategic Planning
Source: Kaufman and Herman, 1991
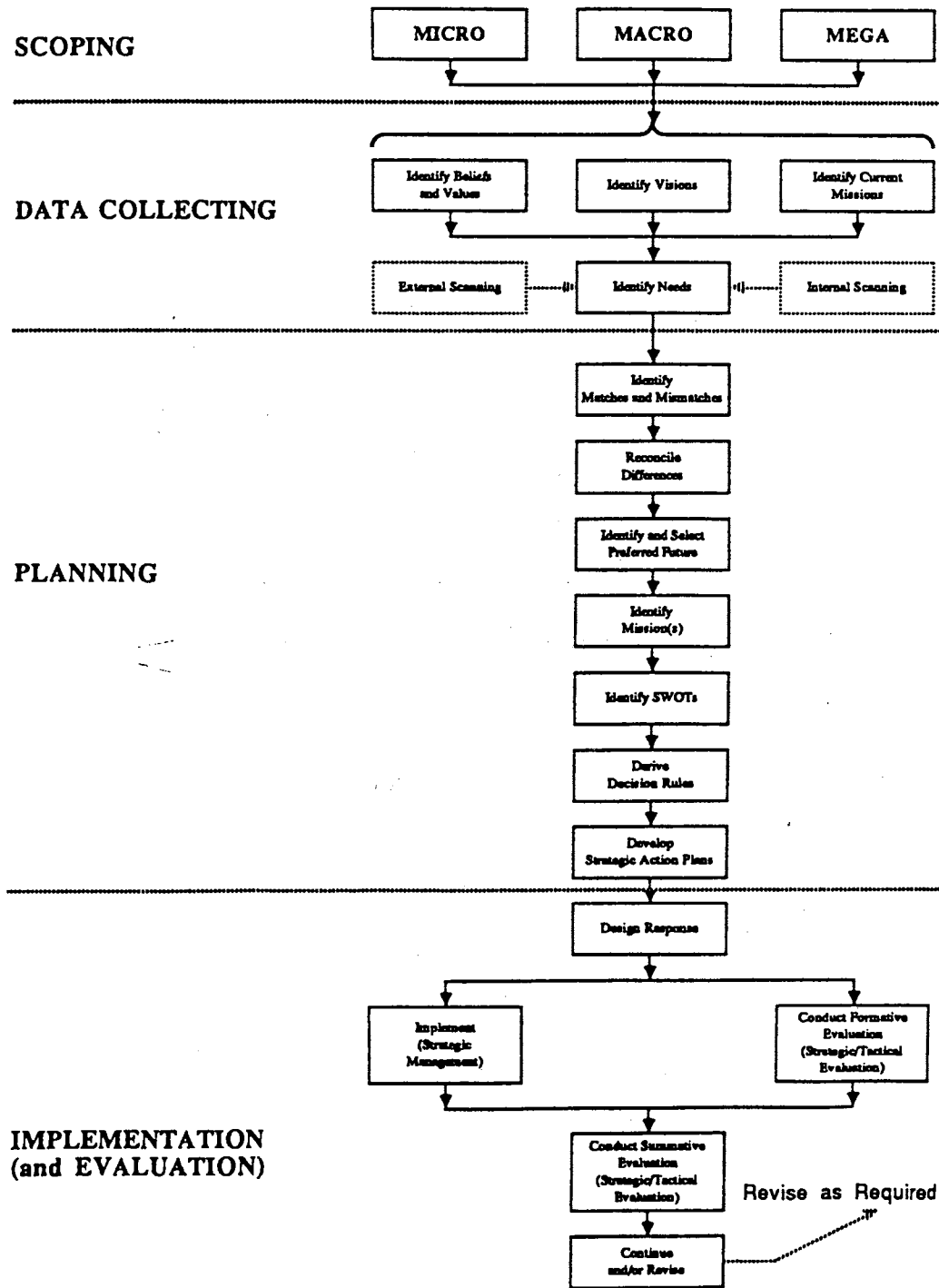
A strategic Planning Model

This researcher reviewed, combined, and synthesized the major standards of strategic planning presented in the related literature which are illustrated in the above models. As a result, a strategic planning model was developed. It included the standards of strategic planning which are recognized by all, or at least the majority, of the authorities in the field. Although different authorities gave different names to the same standard, the meaning remains generally the same. For example, while Cook named "beliefs" as the first step in his model (See Figure 4.6), Steiner introduced them as "mandates" (See Figure 4.2). As cited earlier, Mintzberg (1994) stressed that the reader should realize that even though the strategic planning models may look different, in reality they all meet in the core constructs of strategic planning. It should be noted, however, that Haines and McCoy's model differs from other models by incorporating parallel feed-back steps to the planning process, a step not incorporated in other strategic planning models. Thus, it was not included in the strategic planning model presented here.

The Pre-Planning Phase:

1. Securing the commitment of the organization's leadership to strategic planning
2. Building a receptive atmosphere in the organization for strategic planning
3. The formation of the planning team

4. Arranging the participation of staff and stakeholders in the planning process.

   The Planning Phase:

1. Identifying and analyzing the organization's values and beliefs analysis.
2. The formulation of mission statement
3. Conducting a comprehensive situational analysis.
4. Conducting future scanning
5. Identifying the organization's key success factors
6. Selecting goals and objectives
7. Developing the plan's strategies

   The Planning to Implement Phase:

1. Developing action plans
2. Developing and/or adjusting organizational structure
3. Allocating all necessary resources
4. Controlling strategy implementation through periodical monitoring.

This model is presented in chapter five in detail.

Summary

During the last two decades, strategic planning has established itself as the most popular planning method in the business arena. Such popularity and perceived effectiveness attracted educational leaders to employ strategic planning in their institutions. Since the mid 1980s, more than 500 hundred school districts applied some form of strategic planning throughout the United States. Major educational professional organizations are advocating this approach and have organized hundreds of programs to train educational leaders to become certified educational strategic planners.

Authorities in the field introduced many definitions and models of strategic planning. However, there is no significant disagreement between them in terms of the major constructs and standards of this planning methodology. Basic standards of strategic planning became universal in the management field. These standards are presented in a brief manner at the end of this chapter. However, they are explained in detail in chapter five.

CHAPTER FIVE

STRATEGIC PLANNING IN EDUCATION AND THE JORDANIAN GENERAL

PLAN FOR EDUCATIONAL DEVELOPMENT: A COMPARATIVE LITERATURE

REVIEW

Introduction

In this chapter, the researcher reviewed literature on

strategic planning in business and educational fields. Such

a review resulted in the delineation of a strategic planning

model which contained the basic standards of the formal

strategic planning. These standards are then compared with

the Jordanian planning process which led to the formation of

the General Plan for Educational Development (GPED) in the

late 1980s. This presentation is divided into three

sections: the pre-planning phase, the planning phase, and

the planning of implementation phase. Areas of similarities

and discrepancies between the two practices were identified.

The Pre-Planning Phase

Authorities in the strategic planning field stressed that before the actual planning is started, leaders must prepare their organization for such an important project. References on strategic planning call the efforts designed to secure the readiness of the organization: "planning to plan" (Birnbaum, 1990; Goodstein et al, 1993; Haines & McCoy, 1995; Steiner, 1979), others used different terms like "setting a climate for planning" (Cook, 1988). However, these expressions and terms generally convey the same meaning, which is securing the organization's readiness and reception to the strategic planning process. To achieve that, the following steps must be fulfilled:

1. Securing the commitment of the organization's leadership to strategic planning.

The strong commitment of top leadership to reform efforts and strategic planning, is instrumental to the success of such endeavor in the organization (Pfeiffer et al, 1989; Steiner, 1979). In his reportedly landmark book, *Strategic Planning*, George Steiner (1979) asserted:

> There can be no effective formal strategic planning in an organization in which the chief executive does not give it firm support and make sure that others in the organization understand his depth of commitment.

One practical and important indicator of the leadership's commitment to the strategic planning initiative is making a formal decision to devise a strategic plan for the organization. This decision is usually taken by the board or the highest executive authority in the organization or the educational institution. The leadership's active participation in the planning team is also a demonstration of commitment.

Leadership's Commitment to Educational Reforms in Jordan

As described in Chapter 2, the Jordanian government demonstrated a very strong commitment to the educational reform efforts in the late 1980s. King Hussein spoke plainly about the country's great need of these reforms in his address to the Tenth Parliament. He also presided at a meeting of the Cabinet in which he directed the government to reform and develop the educational sector of the country. The King also expressed his personal commitment to this reform endeavor. He, further, directed Crown Prince Hassan to supervise the reform operation (Jaradat et al, 1988).

The Prime Minister, the head of the executive branch of the government, demonstrated his commitment to the reforms by his executive order to begin the reform campaign. He formed the Committee of Educational Policy to craft a strategy for the proposed reforms.

The above activities were covered as major items in the Jordanian media. This gave a loud and clear message to the Jordanian educators as well as to the public that the highest authorities in the country were seriously committed to the reform and development of education in the country.

2. Building a Receptive Atmosphere in the Organization for the Planning Process

According to many strategic planning experts, securing a receptive climate to strategic planning is critical to the success of the organization's strategic planning campaign. The board, then, must set the stage for the strategic planning project in the organization. This can be achieved through educating the organization's members and employees about the great need for organizational reform and the importance of strategic planning in this endeavor (Birnbaum, 1990; Cook, 1988; Pfeiffer et al., 1989). Bill Cook (1988) stated:

No strategic planning project should be undertaken without first establishing a receptive climate. Corporate cultures and institutional bureaucracies are by nature resistant to planning because it threatens the status quo and it challenges personal security.

Building a Receptive Atmosphere for Jordanian Reforms

The government's clear commitment to reforms, which was described earlier, helped prepare Jordanian educators and the public in general for the reform process. It set the stage for such a huge endeavor and secured a relatively receptive atmosphere for the reforms in the field of education.

However, the researcher's interviews with the officials who observed the planning process revealed that the Ministry of Education's leadership was not fully prepared, at least in the beginning, for such a process. The call for reform was not initiated by the Ministry's ranks and the planning team included only one member from the Ministry. Such limited participation on the part of the ministry's officials was deliberate (Masri, 1996; Jaradat, 1996; Mahafzah, 1996). Consequently, this produced uneasy feelings. "The atmosphere in the ministry was not generally receptive, particularly in the beginning" (Mahafzah, 1996) reported. He explained that, although the ministry's officials were respected, policy makers wanted to include in the process experts who were not preoccupied with bureaucracy and the routine in the ministry. "If a real reform was the aim, a team with new ideas and liberal thinking was vital to the success of our mission," he noted. Dr. Masri (1996) added further that,

Although the Secretary General was the only member
of the team who represented the MOE, it should be noted
that some other team members used to work previously in
the Ministry, so they were aware of the situation
there. Additionally, the heads of the MOE central
directorates participated in the second planning team
which put the plan in its final format after the
National Conference on Educational Development was
concluded.

3) The Formation of the Planning Team

As mentioned earlier, the organization's first step in

the planning endeavor is making a decision to formulate its

strategic plan. However, the board usually decides to form

a planning team as a tool for carrying out this important

responsibility from the beginning to its final steps (Cook,

1988; Pfeiffer et al, 1989; Steiner, 1979).

Experts and theoreticians in the strategic planning field

stressed the importance of the following three issues in

relation to the planning team formation process: the team

composition, the number of team members, and the team

facilitator.

a. The Team Composition: References on strategic

planning are almost in consensus that key leaders and major

stakeholders in the organization must be included or

represented in the planning team (Birnbaum, 1990; Cook,

1988; Goodstein, et al. 1993; Steiner, 1979). With this

composition, the plan will have a better chance to be

supported and, most importantly, to get implemented.

Therefore, experts on strategic planning asserted that, "It is critical to identify the organization's stakeholders and to include them, or at least regularly inform them of the organization's strategic planning activities, and to permit them to provide feedback whenever it is possible" (Goodstein et al, 1993).

   b. Number of Team Members: The organization has the freedom to decide how many members should serve on the planning team. However, most authorities and practitioners in the field recommended that the number should not be less than five nor more than 12 (Birnbaum, 1990; Goodstein et al., 1993; Matlins & Knisely, 1981). Birnbaum (1990) said in this regard: "About seven to ten members on a planning team work very nicely. Based on my experience, those are the ideal numbers from a process point of view." Goodstein and his colleagues (1993) explained that:

> Significant amount of research indicates that groups of five are typically the most effective in problem solving, and our experience tells us that groups larger than twelve are difficult to 'read' in terms of group process; furthermore, a group larger than twelve limits each person's 'air time' to the degree that it is difficult for every member to make appropriate contribution.

   However, references on strategic planning in educational settings gave a different view. Bill Cook, an author and prominent strategic planner in the educational field, believes that the team can consist of "twenty to twenty-five members--no more; fewer if possible" (1988). The difference

in opinion between Cook and the others can be attributed to the fact that in the educational field, especially the public sector, there are many stakeholders involved. Therefore, they cannot all be represented by only five to 12 people. In this case, comfort and speed in the planning process can be partially sacrificed for the sake of a full representation of all major parties involved.

c. The Planning Team Facilitator: The planning facilitator, internal or external, is an important factor to the success of the organization's strategic planning efforts (Birnbaum, 1990; Cook, 1988; Haines & McCoy, 1995). Goodstein and his colleagues (1993), recommended contracting a planning expert for the "planning to plan" stage in particular. Cook (1988) stated:

> The necessity of a facilitator is a foregone conclusion; no planning process can be accomplished successfully without this functionary. In fact, the quality of any plan depends first and foremost on the personality, group management skills, and technical ability of the facilitator.

The planning facilitator can be from within, or from without, the organization. Both alternatives have advantages and disadvantages according to experts in this field. However, the circumstances in and around the organization should be considered when deciding whether to appoint an internal or an external facilitator.

The Jordanian Planning Teams

More than one planning team was responsible for constructing the General Plan for Educational Development in Jordan (GPED). At least two different teams had the authority to work on the plan and shape the country's educational strategy. The first team was the Committee of the Policy of Education (CPE), which was the initial and major planning team. Its mandate was to evaluate the status of education in Jordan and to propose major guidelines for the reforms. The CPE started in 1985 and concluded its mission in 1987 before the beginning of the National Conference on Educational Development (NCED) (Jaradat et al, 1988; Ministry of Education, 1987). The CPE was the major planning actor in shaping the direction of the reforms.

According to Dr. Ali Mahafzah (1996), the CPE was initially put together by three high ranking policy makers: Crown Prince Hassan, Dr. Naseruddeen Al-Asad, Minister of Higher Education, and Dr. Ali Mahafzah, President of Mu'tah University. Subsequently, on December 11, 1985, Prime Minister Zaid Al-Rifai declared the appointment of the Committee of the Policy of Education (CPE). The team was composed of 12 members from different Jordanian universities and institutions, and only one member from the Ministry of Education. Most of the members were distinguished academic and/or political figures (table 2.4). The team did not include a facilitator to help the members with the technical

side of strategic planning or any other established planning approach. However, the Prime Minister appointed Dr. Ali Mahafzah, then president of Mu'tah University, as the team moderator (Ministry of Education, 1987).

The second planning team was a national committee formed by the Minister of Education on September 14, 1987, shortly after the conference (Jaradat et al, 1988). The team was headed by Dr. Radi Al-Waqfi, the secretary General of the MOE, and included another 16 members, four of whom were members in the CPE including Dr. Ali Mahafzah (Table 2.5). The mandate of this team was to:

1. Organize, edit, and publish all the reform documents and resolutions of the conference.
2. Craft a master plan and action plans based on the above reform documents and the conference resolutions.

From the above illustration, the researcher made the following observations. First, there were two teams which worked consecutively on the plan, the CPE and the national committee. This was a point of difference from strategic planning as references recommended that one planning team should be responsible for the planning process from the beginning to the end. Second, the number of the team members concurred technically with the recommendations of strategic planning authorities and literature. Third, in terms of the team composition, there is a difference of

opinion among Jordanian experts about whether key leaders

and stakeholders in the educational field were

satisfactorily included or represented on the planning

teams. While the Government sources believe that both

teams' members were among the best experts for the job

(Jaradat et al, 1988; Jaradat, 1996; Mahafzah, 1996), Dr.

Anmar Al-Keilani (1996), a professor of educational planning

at the University of Jordan, conversely contended that:

> The planning teams did not include enough
> experts in planning and particularly
> educational planning. They might be
> politically connected but not necessarily the
> right people for the right task.

Additionally, it should be noted that some important

parties in the educational system were not included nor

represented in the planning team. The (CPE) did not include

key leaders of the Ministry of Education nor leaders of the

educational districts. However, this problem was partially

solved when key figures of the MOE joined the second

planning team after the conference. Nevertheless, both

teams did not include directors of educational districts,

school principals, teachers, parents (with no political or

governmental positions), private and public employers, to

suggest few.

4. The Participation of Staff and Stakeholders in the Planning Process

The content of the organization's strategic plan should not comprise only the ideas and thoughts of the planning team and the organization's leadership. Literature on strategic planning considered the genuine participation of the staff and stakeholders, or the planning partners, of the organization in the various stages of the planning process to be determinant to the success of the planning endeavor. It was also mentioned as a key to a successful implementation of the strategic plan (Birnbaum, 1990; Cook, 1988; Pfeiffer et al, 1989; Haines and McCoy, 1995; Kaufman & Herman, 1991).

"If a planning team wants its strategic plans implemented, they should make sure that the people who are expected to implement them have a real sense of ownership before the implementation phase begins", Goodstein and his colleagues (1993), contended. Therefore, the subordinates' and other stake holders' opinions, suggestions, proposals, and concerns must be thoroughly solicited and genuinely considered in the formulation of the plan. This would encourage them to implement the plan later because they consider it their plan, since their thoughts and opinions were included in it.

Cook (1986) added that,

"special emphasis should be given to the fact
that the [planning] process potentially involve
anyone and everyone in the district and that the
process inherently contains safeguards against
special interest dominance, political manipulation,
and basic stupidity."

The Participation of Jordanian Planning Partners in the GPED

Formulation Process.

The participation of stakeholders in the formulation

process of the Jordanian strategy to reform education took

several forms at various levels (Jaradat et al, 1988):

- 47 surveys covering the wide range of the educational

   field were distributed to educators in various

   educational districts and departments. The surveys

   included questions designed to solicit information and

   opinions about the status of their respective fields.

- Regional conferences were held in all districts around

   the country during which educators in the field discussed

   the current situation of education and proposed better

   future alternatives. The resolutions and recommendations

   of these conferences were submitted to the Ministry of

   Education.

- A portion of these educators participated later in the

   "Central Educational Workshops" which were held during

   the period from July 4 to July 18, 1987 in Amman where

   the inputs of the various directorates were synthesized

   and further analyzed.

- Subsequently, Jordanian scholars, academics, and experts from all walks of the society presented their inputs through the meetings of the 31 "Committees of Experts" which met in Amman form July 28, to August 15, 1987 .

- Jordanian educators had the opportunity to express their opinions during the First National Conference on Educational Development (NCED). The conference included many workshops in which various view points were presented and later found its place among the resolutions and recommendations of that historical meeting.

The above activities appear to be technically sufficient to solicit the inputs of Jordanian educators as well as the public throughout the country about their view of the status of education and their aspirations for the future. However, there were some serious flaws that were inherent in this process.

The researcher observed the following:
first, the reform campaign and the related situational analysis started just before the Kingdom restored its parliament in 1989 and launched a march toward democracy which would entail freedom of expression. Before that, martial law was in effect since 1967. Therefore, it is assumable that many did not participate assuming no practical outcome would result from their participation. It is assumable also that participants were reluctant to express their full and genuine concerns or criticism

toward the educational system and the way the government was running it, let alone proposing alternative routes they think the educational system arguably must take. Second, all of the above activities were executed after the Committee of the Policy of Education (CPE) already concluded their situation analysis of the educational system and came up with the committee's conclusions and recommendations, which were ratified by the National Board of Education (BOE), and became the back bone of the Jordanian educational strategy. No doubt that the government benefited from the inputs of the field, however, one can argue that the resulting strategy was not based during its early formulation stage on the opinions, requests, and ideas of the educators and citizens of the country.

The Planning Phase

The planning phase in a strategic planning endeavor includes the core constructs or standards of Strategic Planning. According to the authorities in the field (Birnbaum,1990; Bryson, 1988; Cook,1988, Higgins & Vincze, 1986; Haines & McCoy, 1995; Steiner, 1979) these major constructs are:

1. The identification and analysis of values and beliefs.

2. Formulating the vision and mission statement.

3. Conducting internal and external situation analysis.

4. Conducting future scanning.

5. Identifying the organization's key success factors.

6. Selecting the plan's objectives.

7. Selecting the plan's strategies.

The researcher presented here a review of the major strategic planning steps and the positions of the various authorities in relation to them. The researcher also reviewed, in a parallel format, the process followed by the Jordanian educational planners during their formulation of the General Plan for Educational Development (GPED). Areas of similarities and discrepancies were outlined.

1. *The Identification and Analysis of Values and Beliefs*

Analysis

A pattern of values and beliefs creates the organization's culture. The organizational culture gives the organization an identity that separates it from other entities. However, organizational culture can be the driver to the organization's success or failure (Deal & Kennedy, 1982; Peters & Waterman, 1982; Miller, 1984).

After studying the practice of strategic planning and its effects on Durham County Schools in North Carolina, Dennis Williams (1993) noted that, "paying attention to the culture (values and beliefs) existing within schools ... could enhance staff morale and increase productivity." Therefore, references on strategic planning in the fields of business and educational administration, particularly the most recent ones, recognized the adoption of positive values and beliefs as an essential step of strategic planning (Cook, 1988; Goodstein et al., 1993; Haines and McCoy, 1995; Higgins & Vincze, 1986; Kaufman & Herman, 1991).

Prescribing his formula of strategic planning for America's schools, Bill Cook (1988) suggested that policy makers must agree on a statement of the organization's beliefs. He elaborated:

> The statement of beliefs is the most logical, if not the most necessary, beginning of any plan. It is the formal expression of the organization's fundamental values: its ethical code , its overriding convictions, its

> inviolate commitments. Essentially, it
> describes the moral character of the
> organization ... It should not be merely an
> acknowledgment of what the organization is, but
> an expression of what it aspires to be.

Haines and McCoy (1995) believe that the statement of beliefs, or the "Core Values" as they put it, must meet the following six criteria:

1. It must be a collective belief organization-wide, simple and clear.

2. It must clarify the standards of acceptable work behaviors.

3. People in the organization should easily accept and follow them.

4. It must endure over time.

5. It must have support in the organization's heritage, history, myths, and rituals.

6. It must be crystallized and driven by the top management level.

The Identification of values During the Jordanian Planning Process

The Jordanian planners compiled a list of values and beliefs. Under the title "The Standards of the Educational Policy," the report of the Committee for the policy of Education (CPE) stated:

> The educational policy in the Hashemite
> Kingdom of Jordan is built on a number of

> standards and principles. These are extracted
> from Islamic and National Heritage, the goals
> of Grand Arab Revolution, the Constitution of
> the land, and the national Jordanian experience
> with its political, economic, and social
> dimensions. (1987)

To secure a long lasting status for the statement of beliefs, the policy makers included them in what was known later as the "Temporary Law of Education Number 27 of 1987". This law became permanent when it was ratified later by the Jordanian upper and lower houses of the Parliament as "The Law Number Three of 1994" (See Appendix A). Laws in Jordan usually remain in effect for many years. The last law of education was Number 16 of 1964. Such a move, which is not pointed out in the strategic planning references, was an innovative initiative performed by Jordanian planners.

Therefore, it is concluded that Jordanian planning process met with strategic planning process in terms of identifying and ratifying the organization's statement of values and beliefs. It should be noted, however, that the process followed in selecting these beliefs and values did not solicit the views of various segments of the Jordanian society. Such solicitation was important to make the statement truly representative of the Jordanian constituency.

2. *The Formulation of Mission Statement*

Vision and direction are essential for the success of the organization. According to all experts and literature in the field of strategic planning, the way to select the direction for the organization is to have its key leaders agree on a statement that reflects the purpose and mission for which the organization exists. This statement is called the Mission Statement.

Different authors presented many definitions of the mission statement, however they all led to the same conclusion. Higgins and Vincze (1986) defined the Mission Statement as follows:

> Mission, or purpose, is the organization's raison d'être, its reason to be... [it] is the primary consideration upon which organizational objectives, policies, and strategies are based.

Usually, the formulation of a mission statement is difficult and time consuming because leaders and stakeholders of the organization tend to have differing convictions concerning the direction of their organization. The formulation of the mission usually comes as a consequence of many long meetings where dialogue, brain storming and exchange of ideas take place. This process helps leaders to develop shared long-term views and deeper insights. It also promotes mutual understanding and thus minimizes differences among leaders in the organization.

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Therefore strategic planners emphasized the importance of the formulation of the organization's mission statement (Birnbaum, 1990; Bryson, 1988; Cook, 1988; Fogg, 1994; Higgins & Vincze, 1986; Kaufman & Herman, 1991; Pfeiffer et al, 1989; Steiner, 1979; Thomas, 1988; Pearce & Robinson, 1985).

According to the above authorities, the mission statement must clearly outline the following:

- The reasons for the organization's existence, or *why does it exist*?

- The purpose which the organization lives for, or *what functions does it perform*?

- The primary methods that the organization employs to fulfill its purpose, or *how does the organization perform and fulfill those functions?*

- The organization's primary clientele, or *for whom does the organization perform these functions*?

As explained earlier, one important element in strategic planning is to specify, through the mission statement selection, the primary clientele or the scope of the plan. In their book *Strategic Planning in Education*, Roger Kaufman and Jerry Herman (1991) called the above step "scoping". They indicated that "there are three basic orientations to planning" which are "dependent on the primary clients and

beneficiaries of the plan itself." According to Kaufman and

Herman, the three orientations are:

1. The individuals or small groups within the organization, or

   Micro level planning.

2. The organization itself, or *Macro* level planning.

3. The society which the organization serves, or *Mega* level

   planning. (Kaufman & Herman, 1991)

The three levels can be included in the Strategic

Planning process. Obviously education has profound

effects on the society at large in all aspects. Therefore,

when planning for educational systems, in a comprehensive

manner, all the above levels of planning should be included

in the planning effort. Kaufman and Herman stated:

> Most strategic planning approaches are
> concerned with the Macro level-they assume that
> the primary beneficiary of that which gets
> planned and delivered is the educational
> organization. We strongly urge adding societal
> payoffs-Mega level concerns-to strategic
> planning. (1991)

The Mission Statement in the Jordanian Plan

Nowhere in The General Plan for Educational Development

nor in the related documents can one find a mission

statement (Appendix B). Observers of the planning process

in Jordan did not document nor describe that an attempt to

produce one had taken place during the formulation of the

Jordanian strategy. Therefore, the mission statement, as

known in formal strategic planning, is missing in the

Jordanian Plan. Dr. Izzat Jaradat (1996) indicated:

> A mission statement in its strategic
> planning format was not developed nor included
> in the plan. However, the plan contained a
> list of goals and objectives which revealed the
> direction we are taking.

As far as the scope of the Jordanian Educational

planning is concerned, the Ministry of Education raised the

slogan "The educational development is a national

responsibility" (Al-Waqfi, 1996). The Ministry also

invited all segments and components of the small Jordanian

society to present their ideas and participate in the

planning efforts. The assumption was that the whole

society will be either positively or negatively affected by

the reform. Therefore, all societal forces must be

listened to, so their needs and concerns would be addressed

in the final product--a product that is supposed to

rejuvenate the society when it is implemented. Therefore,

it appears that Jordanian planners intended to address the

educational needs of the entire Jordanian society,

selecting the "Mega" route.

However, some Jordanian experts believe that the

planners' intentions were not translated into actions in

the implementation phase. Dr. Tayseer Al-Nahar (1996), of

the National Center for Educational Research and

Development(NCERD), which plays a major role in monitoring

the plan, stated that the plan adopted a "system approach,

which concentrated on the development of the educational

system." Dr. Ali Mahafzah (1996), who headed the first

planning team explained:

We communicated with all Ministries and
government agencies and requested them to provide us
with information about the current and future needs
of our country in all fields, in terms of human
resources. This information obviously could enable
us to address the real and specific wants of Jordan
through our planning process. This kind of
information was not available.

In conclusion, the GPED did not include an

explicit and specific mission statement. Thus, the

Jordanian planning process differed than strategic

planning process in this important regard. This

revealed an area of "discrepancy" between the two

practices in Provus' terms.

3. *Conducting a Thorough Situational Analysis*

Situational analysis is the base of strategic planning

(Fogg, 1994). At this stage, policy makers conduct a

thorough and rigorous analysis of the organization's

internal affairs as well as the external environment.

Analyzing the internal status is conducted through studying

the organization's *strengths* and *weaknesses*, while analyzing

the external environment is conducted through identifying

the *opportunities* and *threats* that face the organization.

Literature on strategic planning and experts in the field

adopt this methodology over others and use the acronym (SWOT) to refer to the analysis process of the organization's strengths, weaknesses, opportunities, and threats (Bryson, 1988; Birnbaum, 1990; Cook, 1988; Fogg, 1994; Goodstein et al., 1993; Haines, 1995; Higgins & Vincze, 1986; Kaufman & Herman, 1991; McCune, 1992; Pearce & Robinson, 1985; Thomas, 1988).

However, literature on strategic planning may give various names to this particular procedure like Situation Audit (Steiner, 1979), Performance Audit (Goodstein et al, 1993), or Current State Assessment (Haines, 1995b), as well as Situation Analysis (Fogg, 1994) and others. Nevertheless, one can easily tell that all these terms reflect generally the same concept.

Internal Analysis

Policy makers can obtain a clear picture about the internal situation of their organization by pinpointing its inherent strengths and weaknesses. To achieve that, Birnbaum (1990) and other experts in the field advise planners to classify the organization or the educational realm into several major domains or fields. Then, planners should conduct meticulous research to identify the organization's original strengths and weaknesses in all of its respective fields.

Higgins and Vincze (1986), defined strengths as the "positive internal abilities and situations which might enable the organization to posses a strategic advantage in achieving its objectives". It is a commonly agreed among experts in the field that organizations must build their strategies mainly on their strengths, for this will help them get their plans implemented (Birnbaum, 1990).

Weaknesses, on the other hand, "are internal inabilities and situations that might result in or have resulted in the firm's not achieving its objectives" (Higgins & Vincze, 1986).

During the process of identifying the organization's strengths and weaknesses, strategic planning experts (Birnbaum,1990; Pfiefer, 1989) stress that planners must put their hands on the real strengths and weaknesses of the organization. Giving attention only to symptoms will undermine the depth and accuracy of the situation analysis and lead to wrong conclusions.

Analysis of External Environment

To benefit the most from the surrounding environment, leaders must be fully aware of the opportunities available to their organization or it might evolve in the unforeseen future. Conversely, they must be alert to all current and expected threats that might, in one way or another, endanger

the well-being or even the very existence of their

organization or educational institution.

Therefore, strategic planners conduct detailed studies,

through which they classify the surrounding environment into

several major areas; then they identify the genuine

opportunities available to the organization as well as the

present and potential threats in all of those areas.

According to Higgins and Vincze (1986), "opportunities

are external factors and situations which will assist the

organization in achieving or exceeding its objectives."

Threats, however, "are external factors which might result

in or have resulted in the firm's not achieving its

objectives."

In their book *Shaping Strategic Planning*, William

Pfeiffer and his colleagues stated:

> The planning team members must devote
> significant energy to the examination of
> pertinent forces in the external environment.
> No plans should be developed without careful
> study of such external forces as deregulation,
> demographic shifts, changing markets and so on.
> Few plans will work if they do not address both
> the threats and opportunities that exist in the
> environment within which the organization must
> function. (1989)

The Jordanian Situational Analysis of the Educational System

Jordanian planners conducted the situational analysis of

the educational field through a variety of activities.

1. The first planning team, the Committee of the Policy of Education (CPE), studied the situation of education in Jordan throughout 14 meetings. The Committee divided the educational sector into five fields or domains:

      a. K-9th level.

      b. Secondary level.

      c. Community college level.

      d. University level.

      e. Curriculum.

Each of the above domains was evaluated by a subcommittee composed of some of the planning team members and additional experts in the respective domains. After the subcommittees completed their tasks, the CPE consolidated their reports in a historical report called "The Report of the Committee of the Policy of Education". It was published in two volumes; the first volume carried the sub-title "The Situation of Education" (Ministry of Education, 1987). The report analyzed each of the above domains and their sub-domains by presenting first general facts and statistics followed by a list of the problems and needs of the respective field.

2. The Ministry of Education conducted a series of local conferences in the educational districts around the country to evaluate the status of education in these districts and in the county at large. Local educators and representatives of local governmental agencies participated in the meetings (Ministry of Education, 1988).

3. The MOE also designed and distributed 47 kinds of questionnaires to educators at various levels and in disparate specialties. The purpose of those questionnaires was to ascertain the views of Jordanian educators concerning the educational situation in their particular field or specialty (Ministry of Education, 1988).

As it appears from the above description, intensive efforts had been done to evaluate and analyze the educational situation in Jordan prior to the formulation of the Educational Developmental Plan. However, there are some technical flaws in this situation analysis process:

1. As mentioned earlier, the CPE concluded its situation analysis report, which is considered a central document of the reform campaign, before it received input and views of the educators working in the field. The data from the 47 questionnaires and the reports on the local educational districts' conferences came in June and July of 1987, long after the conclusion of the report of the CPE in January of 1987. Therefore, the situation analysis was shaped mainly by the ideas, and maybe the biases, of the CPE members and the Board of Education, which reviewed and amended the CPE report, more than being shaped by the experiences and the ideas of thousands of educational leaders and educators working in the field.

2. The analysis was mainly internal in nature. It concentrated on "problems and needs", as the CPE report put

it, of each of the educational domains which were under analysis. Problems and needs translate to "weaknesses" in strategic planning terms. The report placed little or no emphasis on the strengths of the educational system. Jaradat (1996) and Mahafzah (1996) recalled a heated discussion during the Board of Education review of the CPE report where BOE members criticized the report's emphasis on the educational system's weaknesses while overlooking its strengths and achievements.

3. The CPE situation analysis report also fell short of analyzing the external environment. Situation analysis was not explicit concerning either the "opportunities" or the "threats" which the educational system in Jordan was experiencing.

4. The Jordanian educational situation analysis was not comprehensive. It did not encompass the entire educational sector. The evaluation process overlooked, for example, the educational administration domain, (e.g., the Ministry of education headquarters and the educational directorates bureaus under its jurisdiction.) Nowhere in the CPE report or the reforms literature can one find documentation of such an evaluation. The MOE Headquarters in Amman played the central role in commanding the Jordanian educational system. It is assumable that, the more efficient the MOE headquarters is, the more successful the reforms will be and consequently the educational sector. Therefore, a thorough

evaluation of the Ministry's headquarters and the

educational directorates under its jurisdiction appears to

be central to the validity of the situation analysis and

consequently to the success of the educational reforms in

Jordan. Al-Saket (1987) noticed:

> The planning experts committees did not
> include a committee to evaluate the status of
> educational administration. This entails the
> upper management [Ministry of Education], and
> middle management [Educational directorates].
> The committee of school administration did not
> evaluate nor cover this strategic domain.

It should be noted, however, that administrative reforms

were conducted in the Ministry of Education in the early

eighties. Salameh (1986) reported that the Ministry

launched a reform campaign in 1980-81 toward

decentralization. "The purpose was to maintain the MOE

central office for planning, policy formation and follow-up,

and to transfer the execution of administrative processes to

regional and local levels." However, Salameh concluded that

"national and ministry level forces had dysfunctional

effects on the MOE decentralization reform. The reform

objectives were only achieved partially." Dr. Al-Waqfi

(1996) recalled these reforms as a failure. Therefore, since

these reform outcomes were not up to expectations, a careful

analysis of the educational administration domain, which

includes the MOE headquarters and the educational

directorates, was imperative for comprehensive evaluation and successful reform.

As a conclusion, the situational analysis of the Jordanian educational system met partially, in limited terms, with the situational analysis as known in strategic planning process. While strategic planners analyze the internal and external environments of the organization, the Jordanian planners analyzed only the internal affairs of the educational system. Additionally, such analysis covered only its weaknesses and overlooked its strengths. The analysis also has not covered important components of the system.

4. Future Scanning

Experts stressed that in addition to analyzing the current situation of the organization or educational institution, a proper strategic plan must take into consideration the expected and/or favored future developments in and around the organization (Birnbaum, 1990; Goostein et al., 1993; Haines & McCoy, 1995; Herman & Kaufman, 1991; Thomas, 1988).

Therefore, the leadership should envision certain achievements it aspires to realize in the future in line with the mission statement. This "proactive futuring involves the organizational mind set that the future can be

shaped by the organization's actions and that it can do better than wait passively for the future to arrive" (Goodstein et al. 1993).

Therefore, to make the organization's plan a future-oriented and proactive one, strategic planners forecast the future and draw favorable and possible future alternatives for their organization. They do that by applying two important techniques called Planning Assumptions and Scenarios.

Planning Assumptions

An assumption is an estimate regarding some future development likely to have a major effect on the organization. Colin Hershey (1994), a strategic planning expert and trainer with the American Management Association, defines assumption as, "a temporary estimate of a very important probable development that cannot be predicted with accuracy, that is subject to no significant control, and that will have major impact on future activities and results."

Assumptions are important elements in the strategic planning process. Their importance comes from the fact that assumption formulation helps the planning team members predict, to the best of their abilities, important developments in the future. These developments would effect the organization in a positive or a negative manner, they

might be opportunities or threats. Therefore, paying attention to these expected developments will prepare the organization for the future. Thus, the plan will be truly future-oriented. This is precisely what authorities on strategic planning are seeking (Birnbaum, 1990; Pfeiffer et al., 1989; Haines & McCoy, 1995).

Scenarios

Scenario building is a state-of-the-art planning tool. It was first used in the fields of military, politics, and business to obtain a clearer vision of the future, and/or to suggest a favorable alternative for the organization's future (schwartz, 1993).

In a very simple form, Herman and Kaufman (1991) defined scenarios as " ..written descriptions of the predicted or desired future." It should be noted, however, that a scenario is a chain of planning assumptions put together in a logical and consequent order. Nevertheless, it is a very helpful and mind-broadening technique for strategic planners. Thomas (1988) indicated that:

> Predictions may also be made using scenarios to focus attention on possible, or probable, future events. Scenarios convey projections or forecasts of the future with various possibilities, rather than a single set of conditions ... Different scenarios force strategic planners to consider external forces that shape the future of the company and alert them to their vulnerabilities and other possibilities.

At present, scenario building is not confined to the business or political domains. The educational sector is utilizing this helpful technique in the strategy formulation process. James Ogilvy is one of the few pioneers who built and utilized scenarios in the higher education arena, particularly in the state of California. In his article "*Three scenarios for Higher Education: the California Case*", Ogilvy said:

> ...scenarios are alternative environments in which decisions may be played out ... they are directions of different futures specifically designed to highlight the risks and opportunities involved in specific strategic issues. The point is not to gather evidence for some induction about a most probable future. The point is, rather, to entertain a number of different possibilities to better make reasoned choices among them. (1993)

Scenarios may also be used as the springboard for contingency planning (Thomas, 1988). It is obvious that in most cases more than one scenario is possible. Therefore, the organization or the educational institution must learn those most probable tomorrows and be prepared for them all.

In conclusion, scenario building is an extremely important tool. It helps generate a clearer vision in the minds of planners and helps cause the plan to be more future oriented. This, in return, helps to make the organization's decisions proactive more than reactive.

Herman and Kaufman (1991) offered two ways of futuring which help planners to produce the contents of assumptions and scenarios; trend extrapolation and projection, and alternate and preferred futuring. They stated:

> *Trend extrapolation and projection* is a technique which studies and applies the internally and externally scanned data to determine trends over time. These trends, once identified, are extrapolated and projected into the future. Once these projections are in place, en-route strategic objectives ... may be derived.
>
> *Alternate and preferred futuring* is a technique that uses brainstorming, with or without the use of trend data, in order to develop multiple visions of the future. Once the alternate visions are developed, each vision is analyzed for predictability and desirability. Finally, the vision most desired is then chosen as the preferred future vision. This preferred future vision is then used for all subsequent strategic planning.

Future Scanning in the Jordanian Planning Process

The inspection of all major documents of the educational reforms in Jordan along with the interviews with the Jordanian educational leaders gave the researcher no indication that the Jordanian educational policy makers resorted to any of the above future scanning techniques, planning assumptions, or scenario building in their planning efforts.

Dr. Jaradat (1996) indicated that future scanning techniques were not applied explicitly in the formation of the Educational Development Plan.

This left the researcher to conclude that Jordanian planners did not apply systematic future scanning techniques to identify clearly the future needs of the country and its educational system. Therefore, this marks another discrepancy, as Provus put it, between the Jordanian planning and strategic planning.

5. *Key Success Factors*

At this stage, planners identify strategic results upon which the success and the prosperity of the organization are contingent. Some authorities in the field called it Key Success Factors (Haines & McCoy, 1995; Birnbaum, 1990). Others have called it Critical Success Factors, (CSFs) (Herman & Kaufman, 1991), Critical Success Indicators (Goodstein et al, 1993), Critical Issues (Cook, 1988), or Strategic Factors (Pearce & Robinson, 1985). However, all of these terms refer to the same concept.

Haines and McCoy (1995) define Key Success Factors (KSFs) as follows:

> Key Success Factors are the quantifiable outcome measurements of an organization's vision, Mission, and values on a year-by-year basis, ensuring continual improvement towards achieving your ideal future vision.

The identification and development of the organization's Key Success Factors usually comes after concluding the comprehensive situation analysis and future scanning

(Birnbaum, 1990; Fogg, 1994; Goodstein et al., 1993; Haines & McCoy, 1995; Herman & Kaufman, 1991; Thomas, 1988). Thus, the organization or the educational institution at this point will be able to clearly identify the crucial areas of success it must achieve to gain progress in the future.

According to Herman and Kaufman (1991), this clear perception of the Key Success Factors serves multiple purposes:

1. They establish those items which must be given highest priority.

2. They focus planning efforts and resource allocations.

3. They simplify communications by eliminating much non-crucial information and maximizing the two-way flow of information which relates to the CSFs.

Key Success Factors in the Jordanian Plan

Key success factors as an expression, or its equivalents, did not appear as such in the CPE report, the GPED, or in any of the reform campaign documents. However, the General Plan for Educational Development (GPED) in its final format listed the areas which need to be reformed and improved (Appendix B). Reforming and improving these areas might have been implicit success factors, according to the Jordanian educational planners.

In formal strategic planning as mentioned earlier, the
Key success factors must be derived from the mission
statement, the statement of values and beliefs, the
situational analysis, and future scanning reports. They
also must appear explicitly in the planning documents as
distinct and highlighted elements. Additionally, the
identification of key success factors usually leads planners
to clarify the plan's priorities and thus prioritize the
goals and the strategies of the plan. This did not
materialize, in technical terms, in the Jordanian
Educational Developmental Plan.

Consequently, this shed light here on a discrepancy
between the process which led to the formulation of the GPED
and the strategic planning process.

6. Goals and Objectives

The identification of the organization's Key Success
Factors, if properly performed, clarifies the priorities of
the organization to its policy makers. This will guide
planners to set the right goals and objectives for the
coming stage. Planners select the objectives which tackle
the major issues that appeared to be strategic to the
organization during the situational analysis process. This
will help the organization to move ahead toward the
achievement of its mission (Bryson, 1988; Birnbaum, 1990;

Cook, 1988; Goodstein et al., 1993; Higgins & Vincze, 1986; Haines & McCoy, 1995; Steiner, 1979). Cook (1988) asserted:

> In essence, the objectives are tied very closely to the mission statement; in fact, they both spring from and define the mission in specificity and detail. But, they usually represent direct and positive response to the internal or external analysis, the competition analysis, or the identified critical issues.

Objectives must be specific, measurable, achievable, realistic, and timed; or S.M.A.R.T., as some references put it. If an objective is not measurable, it is not an objective but rather a dream or hope(Cook, 1988). Additionally, the objectives list should be comprehensive, balanced, and must include some objectives that deal with the organization's human resources issues and concerns. This, among other benefits, will encourage the faculty, staff, and the people involved to do their best in the implementation phase (Birnbaum, 1990).

Objectives of the Jordanian Plan

Under the heading "The Educational Goals", the Jordanian Planners listed 10 educational goals or objectives in the resolutions of the First National Conference for Educational Development (NCED). These goals were general and not quantified nor timed. It should be noted that in Arabic language in which the Jordanians function, a goal and an objective have the same meaning.

When the resolutions of the convention were later
transformed into The General Plan for Educational
Development (GPED), the Jordanian planners specified six
areas that required reform and development. Then, they
selected a number of objectives for each of these areas
followed by the strategies and programs required to achieve
the objectives. These objectives also were not specific in
terms of time and quantities. However, the strategies and
programs were well defined and quantified (Appendix B).

In formal strategic planning, objectives must be
measurable, must be defined by time and quantity. An ideal
example would be the objectives of the strategic plan of
Grand Blanc Community School district in Grand Blanc,
Michigan:

1. Grand Blanc Community Schools will decrease its
   [student] drop-out rate by 50% by June, 1995.
2. By 1995, overall district student academic achievement
   by a comprehensive series of tests, will improve by
   20%.
3. Each Grand Blanc student's perception of self-worth
   shall increase a minimum of 10% per year, as measured
   by a validated self-worth evaluation instrument. (1991)

In conclusion, the Jordanian plan met partially with
strategic planning criteria by having a selection of
objectives. These objectives, however, were not quantified
and this was an important point of difference between the
two practices.

7. *Strategies*

Strategic planning places considerable emphasis on the formulation of the organization's strategies. That is why it is called *strategic* (Bryson, 1988; Birnbaum, 1990; Cook, 1988; Haines & McCoy, 1995; Pfeiffer et. al., 1989; Steiner, 1979; Robinson & Pearce, 1985; Thomas, 1988). Strategies and programs are the vehicles that help the organization achieve its goals and objectives, and consequently, achieve the mission. In other words, strategies tell how the organization or the educational institution will accomplish its objectives and mission. A strategy can be building a new plant, renovating school buildings, adopting new policies, downsizing work force, increasing or cutting fees or taxes, etc.

Cook (1986) defined a strategy as, "the articulation of bold commitments to deploy the organization's resources toward the stated objectives". A strategy, according to Cook, is not considered a strategy unless it represents a significant investment toward an expected significant return. Therefore, in strategic planning, strategies must have inherent power capable of moving the organization toward the achievement of its objectives and the fulfillment of the mission. The power, then, resides in the strategies and the programs more than residing in the authorities behind the plan.

Mintzberg (1994) introduced a new concept which he called the Emergent Strategy. This means that some strategies emerge when the plan is being implemented. In the implementation stage, new developments take place in and around the organization. Therefore, planners find themselves forced to incorporate new major or minor strategies, or modify the existing ones, to keep the plan current and to achieve the best progress possible for the organization. Mintzberg stated:

> [Strategies] that are fully realized can be called deliberate strategies. Those that are not realized at all can be called unrealized strategies. The literature of planning recognizes both cases, with an obvious preference for the former. What it does not recognize is the third case, which we call emergent strategy-- where a realized pattern was not expressly intended.

Figure 5.1 assists in understanding this concept.

Figure 5.1 Forms of Strategy
Source: Mintzberg, 1994.
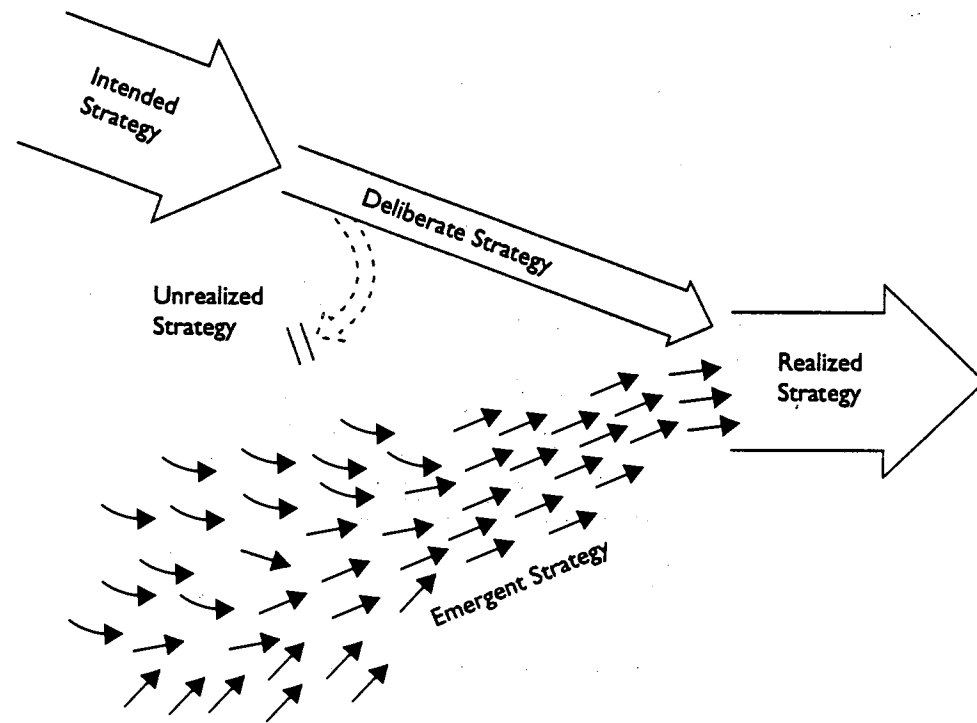
Forms of Strategy

Strategies of the GPED

The General Plan for Educational Development included documentation and description of the plan's strategies and programs which were designed to achieve the plan's objectives. The strategies were in general very well quantified and specific. Quantities, classifications, grades, levels, deadlines, and cost, etc., were all documented. Tables and diagrams were included to convey a clear picture about the adopted strategy.

Strategies were documented in the plan under the heading "Organizational Procedures", where strategies were described in general terms. Then, under the heading "Execution" and sometimes "Description of the Program", the strategy was delineated and illustrated (Appendix B).

At this stage, while the plan was being implemented, Jordanian planners were continuously updating the plan's strategies. Dr. Tayseer Al-Nahar, the deputy director of the National Center for Educational Research and Development (NCERD), which monitors the implementation of the plan, indicated that many strategies in the plan were updated and modified due to the emerging developments. New strategies and programs were also added to the plan. He gave the example of the influx of around 300,000 refugees from Kuwait to Jordan as a result of the Gulf War in the Fall of 1990. "70,000 students had to be absorbed in the Jordanian

educational system in 1990. This forced some modifications and adjustments to the (GPED) strategies and other aspects of the plan", Al-Nahar (1996) stated. This emergent situation and others are monitored by Jordanian planners who are continuously applying the appropriate strategy modifications when needed.

The Planning of Implementation Phase

The process of implementing the organization's strategic plan and managing the firm accordingly is called Strategic Management (Goodstein et al., 1993). However, to secure successful implementation of the strategic plan, literature advised that seeds of successful implementation of the plan must be sown not only after the strategy is formulated, but rather, before and during the strategic planning process as well. As mentioned earlier proper execution of the pre-planning and planning steps leads eventually to successful implementation of the plan. Following is a presentation of the major planning to implement steps which strategic planning references emphasize that organizations must fulfill as the final step of strategy formulation.

Developing Action Plans

When the strategy is formulated, planners develop action plans to translate strategic plans into actions (Birnbaum, 1990; Pfeiffer, 1989; Higgins & Vincze,1986; Haines & McCoy, 1995; Kaufman & Herman, 1991; Thomas, 1988).

"The final implementation of the strategic plan involves the initiation of the several action plans designed at the unit and functional level and their integration at the top of the organization" Goodstein and his colleagues (1993) stated. Cook (1988) ,also stressed that the way to "translating plans into action is the thorough fusion of the action plans into the individual job account-abilities".

Jordanian Action Plans

Dr. Masri (1996), the Minister of Education, stated that the Planning Directorate in the Ministry prepares actions plans on a yearly basis. These action plans are derived from the General Plan for Educational Development. Dr. Al-Nahar (1996) explained that these plans are finalized through cooperative efforts made by the Ministry of Education and the National Center for Educational Research and Development. He added that these programs are carefully planned and evaluated before they are approved by the Intermediary Council for implementation. The GPED, nevertheless, included great deal of action planning.

Projects and programs were well quantified and timed.
(Appendix B).

Developing and/or Adjusting Organizational Structure

In a reportedly important book *Strategy and Structure*,
Alfred Chandler (1962) was the first among management
scholars to stress that there must be a state of
compatibility between the strategy of the organization and
its structure; where ideally every single element in the
strategy has a department or entity responsible for its
implementation. Recent writings on strategic planning
(Birnbaum, 1991; Goodstein, 1993; Steiner, 1979; Haines,
1995; Higgins & Vincze, 1986) celebrated and supported
Chandler's views. Additionally, experts stressed the
importance of maintaining vertical and horizontal dynamic
linkages between different units and levels of the
organizational structure. These linkages will help the
organization's various elements to work systematically
together toward a successful implementation of the strategic
plan (Birnbaum, 1990; Haines & McCoy, 1995). Absence of
such important linkages, experts say, will endanger the
ability of the organization to successfully implement its
strategy.

The GPED and the MOE Organizational Structure

The organizational structure of the Ministry of Education was developed long before the reform campaign. However, the General Plan for Educational Development had no significant effect on the structure (Dr. Masri 1996; Dr. Jaradat, 1996). The only significant change that took place in the administrative structure of the educational realm was the establishment of the National Center for Educational Research and Development (NCERD) (Waqfi, 1996), upon the request of The World Bank (Abu Samaha, 1989). However, the Center is independent from the Ministry of Education and functions as a liaison between the Ministry and The World Bank which finances most projects of the Educational Development Plan (The National Center for Educational Research and Development, 1995).

Mintzberg (1994) noted that "it is not only those down in the hierarchy whose work is controlled; if planning formalizes strategy making, it controls some of the work of the top management as well."

In conclusion, it appears that Jordanian planners did not evaluate the organizational structure of the educational system nor did they study how the structure can be redesigned to facilitate educational reforms. This is then an area of discrepancy, in Provus' terms, between the

Jordanian planning process and the strategic planning

process.

The Proper Allocation of All Necessary Resources

It is common sense that successful implementation of the

plan requires human resources, finance, and technology among

other resources. To obtain all these resources, financial

resources must be available and then allocated. The budget,

therefore, may be considered as the navigators' tactics for

arriving at the ship's destination (Goodstein et. al.,

1993).

The Allocation of Resources for The GPED implementation

process.

In the case of Jordan, the government arranged the

financing of the reform campaign through the national budget

and international loans. According to the World Bank

governmental sources, the grand total cost of the reforms

until the year 2000 is around $438,000,000.00, (four hundred

and thirty eight million U.S. Dollars) financed jointly by

The World Bank, the Japanese Overseas Economic Cooperation,

the British Overseas Development Association, and the

Jordanian government(Table 5.1).

Table 5.1
Financial Sources of the Jordanian Educational Reforms

Source	1989–1995	1995–2000	Total
The World Bank	73.0	60.0	133.0
The OECF	73.0	60.0	133.0
The ODA	1.0		1.0
Jordanian Government	105.1	65.81	170.91
Grand Total	252.1	185.81	437.91

Source: The World Bank, 1989 and 1995.
Numbers are in million Jordanian Dinars.

Based on the above information, the researcher concluded that the Jordanian government met with this common sense standard of strategic planning in securing a successful implementation of the General Plan for Educational Development in Jordan.

Controlling Strategy Implementation Through Periodical Monitoring

Periodical monitoring is one of the most important management activities that leads to proper implementation of the organization's strategic plan (Birnbaum, 1990; Higgins & Vincze, 1986). Literature on strategic planning cites the following purposes and fruits of such activity:

- It assures that the organization's efforts conform to its strategy.
- It helps the organization to see if the results correspond to the plan's quantified objectives.
- It allows the organization to correct and adjust the strategy and/or the implementation

      process.

- It encourages improved performance throughout the organization, because everyone knows that his or her performance will be monitored in light of the strategic plan.
- It provides the crucial link between the written plan and the daily operation of the organization.

Usually, strategic plan monitoring is the function of the planning department or its equivalent department which reports periodically to the board of directors of the organization.

The Monitoring of the GPED Implementation.

The National Center for Educational Research and Development (NCERD) in Jordan was established in 1989 to function as the major body for monitoring the execution of the Educational Development Plan (Abu Samaha, 1989; Dr. Al-Nahar, 1996). The Center evaluates the programs and strategies developed by the Ministry of Education to achieve the GPED's objectives. It investigates the effectiveness of these projects and suggests better alternatives, if needed. The Center monitors mainly the GPED's projects which are financed by the World Bank along with the Japanese OECF and the Jordanian government. Other projects are monitored by the Directorate of Planning and other departments in the Ministry.

Dr. Al-Nahar (1996) stressed that although the NCERD is independent from the Ministry of Education, "it maintains a very close working relationship with the Directorate of Planning and other departments in the Ministry. The NCERD makes sure that all needed information is easily exchanged between the two entities in a constant manner". He explained that the NCERD was given the responsibility of the plan's monitoring because it is a neutral professional body, thus it can be objective when evaluating the performance of the MOE according to the plan.

It should be noted, also, that the secretary general of the MOE is a member of the (NCERD) board. Conversely, the NCERD Director is a member of the Board of Education (NCERD, 1995). This arrangement was done to secure continuous flow of information and healthy communication between the two entities.

Dr. Al-Nahar (1996) indicated that, through monitoring, the Center suggests adjustments and amendments to the General Plan for Educational Development. These amendments become necessary because of changing circumstances and new developments.

Based on the above information, the researcher concluded the Jordanian planning met with the strategic planning process in this issue of arranging proper monitoring procedure of the plan. A point of difference exists, however, between the two practices. While strategic planning

literature calls upon the organization to monitor its own plan, Jordanian policy makers assigned an entity other than the MOE to monitor the greater proportion of the plan.

Summary

The purpose of this literature review chapter was to delineate both the standards of formal strategic planning and the formulation process of the Jordanian General Plan for Educational Development. In this chapter the researcher reviewed and synthesized major and important literature on strategic planning. The pre-planning phase, the planning phase, and planning the implementation phase in both practices were described and compared. The researcher outlined the areas of compatibility and discrepancy between strategic planning and the Jordanian General Plan for Educational Development.

Adhering to Provus' "Discrepancy Model", the study identified fifteen strategic planning steps; four pre-planning steps, seven planning steps, and four planning of the implementation steps. The researcher found significant discrepancy between strategic planning process and the Jordanian planning process which led to the formulation of the General Plan for Educational Development. Only six of the strategic planning steps were fully completed, five were partially completed, and four were not performed (Table

5.2). However, some partially completed steps departed

significantly from strategic planning practice.

Table 5.2
A contrast between strategic planning and the planning process
which led to the formulation of the (GPED)

		Strategic Planning	GPED
I.		Pre-Planning Phase:	
	1.	Attaining leadership commitment	Completed
	2.	Securing receptive atmosphere	Partially completed
	3.	Proper planning team composition	Partially completed
	4.	Participation of planning partners	Partially completed
II.		The Planning phase:	
	1.	Values and beliefs statement	Completed
	2.	Developing a mission statement	Not performed
	3.	Conducting a situation Analysis	Partially completed
	4.	Future scanning	Not performed
	5.	Identifying key success factors	Not performed
	6.	Selecting goals and objectives	Partially completed
III.		Planning of Implementation phase:	
	1.	Action planning	Completed
	2.	Organizational structure	Not performed
	3.	Allocation of resources	Completed
	4.	Monitoring arrangements	Completed

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

In the earlier chapter, the researcher compared the formulation process of the Jordanian General Plan for Educational Development (GPED) of 1988 with the study's strategic planning model, which contained the strategic planning standards that are all recognized by leading authorities in the field. Consequently, the areas discrepancy between the two processes were identified. To reach at conclusions, the researcher employed the Discrepancy Evaluation Model of Malcolm Provus. As explained earlier, the model consists of three steps; the identification of program's standards, the review of the actual performance, and finally the identification of discrepancy. As seen in chapter five, the researcher presented the standards of strategic planning followed by a presentation of the actual performance of Jordanian planners during their formulation of the GPED. Then, the researcher identified the discrepancy between the two practices. The Discrepancy Evaluation Model was befitting to this study and helped the researcher immensely to conduct this discrepancy analysis.

In this final chapter of this study, the researcher summarized his conclusions stated in the previous chapter. He also presented his general findings and conclusions.

The chapter then ended with the study's recommendations.

Both strategic planning and the Jordanian 1985-1988 educational planning process included three major planning phases: the pre-planning phase, the planning phase, and the planning of implementation phase. In strategic planning, these phases and their pertinent functions are clearly articulated and structured from the beginning to the final step. In the Jordanian planning process such articulation was not evident. Nowhere in the Jordanian planning documents can one find indication that planners had structured their planning activities from the beginning to the end early on in the process.

However, the formulation process of the General Plan for Educational Developmental (GPED), included planning activities that can be classified under the above stated planning phases. Following are the conclusions drawn from the comparison made between the two approaches in the last chapter.

The Pre-planning phase

According to strategic planning authorities, the planning to plan phase entails at least four major functions. These functions are:

1. Securing the organization's leadership commitment to the planning efforts.

2. Building a receptive atmosphere for the planning project.

3. Selecting the appropriate planning team.

4. Soliciting and encouraging the participation of planning partners.

   As delineated in chapter five, the planning process in Jordan adhered fully to point 1, while there was only partial fulfillment of the remaining three standards (Table 5.2). The country's highest leadership demonstrated strong commitment to the educational reform project. The government also created a positive public attitude towards reform by showing strong commitment to improve public education, which was a public demand. On the other hand, there was a level of skepticism in the Ministry of Education's quarters because the idea of reform did not spring from within the Ministry. Additionally, the involvement of the Ministry officials in the initial planning team was minimal. The composition of the planning team was compatible with strategic planning standards in terms of the number of team members. However, the team did not include a facilitator to help the team in the technical aspects of planning. The team also did not contain key educational leaders from the ranks of the Ministry of Education which was responsible for the plan's execution.

The Planning Phase

The strategic planning process entails the following seven planning steps:

1. The identification and analysis of values and beliefs.

2. Formulating the vision and mission statement.

3. Conducting internal and external situation analysis.

4. Conducting future scanning.

5. Identifying the organization's key success factors.

6. Selecting the plan's objectives.

7. Selecting the plan's strategies.

This researcher concluded that the formulation process of the Jordanian educational development plan was in agreement with strategic planning in only two of the above seven steps; identifying values and beliefs, and selecting the plan's strategies. It was only partially congruent with strategic planning in another two steps; situational analysis and selecting the plan's objectives. However, the Jordanian planning did not adhere in its process to the remaining three important steps: formulating a mission statement, future scanning, and identifying the key success factors (Table 5.2).

Planning of Implementation

As indicated in the previous chapter, the proper and successful implementation of any plan must be prepared for from the initial moments of the planning endeavor. Proper adherence to the standards of the above pre-planning and planning phases is essential to the success of the plan implementation. The performance of the Jordanian planners in these two phases was described earlier.

As for the post-planning implementation preparation steps, they include the following:

1. Developing action plans.

2. Developing and/or adjusting an organizational structure to be compatible with the plan.

3. Allocating the financial and human resources.

4. Arranging proper plan monitoring procedures.

All of the above steps were followed by Jordanian planners except the first one; adjusting and modifying the organizational structure. Literature on the educational reforms fell short of analyzing the Ministry of Education's organizational structure (Table 5.2). This particular domain was not evaluated during the situational analysis process.

General Conclusions

First, this researcher concluded that strategic planning methodology is an effective and established systematic approach which helps educational leaders to plan the reform and the development of their institutions. No other planning method has gained similar popularity and importance in the last decade. More than 500 hundred districts in the United States applied some form of strategic planning to attain long term improvements. Although strategic planning was criticized as a theory and practice by few authorities in the field (Mintzberg, 1994), strategic planning remains the best available systematic planning approach for educational organizations. Such criticisms of strategic planning were dismissed by proponents as a "premature obituary" (Camillus, 1996).

Second, this researcher concluded that there are various discrepancies between strategic planning process and the one that led to the formulation of the Jordanian General Plan for Educational Development. Nevertheless, there are a few areas of similarity between both approaches. In general, the Jordanian planning process cannot be recognized, in technical terms, as strategic planning. Jordanian planners did not select such a method as their guide during their planning endeavor (Mahafzah, 1996). They designed a planning process they envisioned as

befitting their cause and environment. Additionally, literature on the educational reforms has not described the General Plan for Educational Development (GPED) as a strategic plan.

Third, Jordan's effort to reform its educational system was a pioneering endeavor in the region. The experience of devising the GPED was a pioneering endeavor and beneficial to the country and its educational system. Jordanians gained a valuable experience that can be developed and built upon in the future. However, the process included some procedural and technical decisions that might have undermined a greater success of the reforms. These are:

a. Information about the country's future needs in terms of human resources was not readily available to the planning teams. This obstacle prevented the planning teams from making the scope of the plan at Mega level and limited that scope to Macro level. As explained in page 102, planning at Mega level requires the planners to scope their plan at the society, while macro level requires the planners to devote their attention only at the organization or the system levels. When planning to reform the educational situation of a country, Mega level planning is the preferred route according to educational planning authorities (Kaufman and Herman, 1991). This system approach to planning limits the planners' abilities to

address in depth the real issues of the society. The significant transformation of the society or the "educational revolution," to which policy makers aspired, was endangered due to this change in the scope of the plan.

b. The Committee of the Policy of Education (CPE), which was the initial and major planning team did not encompass experts in the technicalities of strategic planning or other educational planning methods. The government contracted no local planning facilitators nor external consultants, Jordanians or otherwise. Mahafzah (1996), the head of CPE, acknowledged that he was not aware of anyone on the team that acquired the training in strategic planning or any other planning methodology. Al-Keilani (1996) contended that the planning team members were reputable academics and government officials but they were not experts in educational planning. Jaradat (1996), however, expressed the assumption that all the needed expertise was available on the team.

c. In the beginning of the Jordanian planning process, there was no comprehensive methodology of the strategy formulation process. The milestones of the planning endeavor from the beginning to the end were not clearly articulated by the government nor by the Committee of the Policy of Education (CPE). Jaradat (1996) indicated that "there was no idea in the minds of policy makers about the

next step to the formation of the CPE." A number of important reform activities were suddenly decided later on during the process, such as the formation of the Central Work Team, the Committees of Experts, the 47 surveys; and even the National Conference on Educational Development which was held in September, 1987, two years after the start of the reform campaign. This lack of proper planning-to-plan might have resulted in premature decisions and superficial conclusions.

d. The government acted on the premises of Frederick Taylor's Scientific Management which separates between planning and execution processes in the organization. According to Taylor, management plans and the work force executes. This approach was sharply criticized for it inhibits the participation of workers and supervisors in the decision making process (Juran, 1995). As previously noted, the educational reform campaign was first triggered from outside the Ministry of Education (MOE). The Committee For the Policy of Education (CPE), included only one member from the MOE. Educators and educational leaders in the field were invited to participate late in the process and were not represented on the planning teams. This minor involvement of the MOE ranks, who were responsible for the execution of the plan, might have risked the quality of the implementation of the plan.

Furthermore, this deficiency inhibited the reform campaign from evaluating and addressing an important element of the educational administration area in Jordan, the MOE and the educational directorates through out the country. The MOE for example, which supervises the education of about one million students, lacks a computerized management information system; an obvious weakness not touched by the reforms, which inhibits the effective management utilization of information about the education in Jordan.

e. Although the CPE situational analysis report and the reviews of it by the BOE and other committees included fundamental and highly intellectual observations and analysis, the Jordanian situational analysis process included serious flaws as explained in the previous chapter. Deficient situational evaluation and analysis often leads to deficient strategies.

Based on the above findings and conclusions, the researcher presents his recommendations in the following section of this chapter. These recommendations might be helpful to educational leaders who are responsible of planning for their educational institutions. It is also hoped that Jordanian political and educational leaders will benefit from this study and its recommendations when they formulate a new strategy to further develop the educational sector as it advances to the 21st century.

Recommendations

1. Strategic planning was introduced to the educational arena only during the last decade. Therefore, the research base of this practice in educational institutions requires further reinforcement. The researcher hence recommends the performance of more research and innovative contributions to facilitate clearer understanding and better implementation of strategic planning in the educational field.

2. This researcher recommends the adoption of strategic planning or more advanced approach, if available, in future national educational planning projects in Jordan. Based on the selected approach, a clear and comprehensive model should be developed and communicated to all planning partners before the actual reform planning commences. As a prerequisite, Jordanian policy makers are encouraged to study why the GPED formulation process did not adhere fully to strategic planning standards. Knowing the answer to this vital question might help them to professionally apply strategic planning in their future national planning endeavors.

3. Educational planning and reforms must be done at

the Mega level where the educational system can

directly participate in the advancement of the

society. A clear and comprehensive information

about the direction of the country and its long

term needs of human resources must be available

to educational planners and leaders. This

information, when available, will help them truly

direct the educational operation toward achieving

national needs and goals.

Recommended Research Areas

The national educational reform in Jordan is a milestone

in the history of the country. When the span of the

current General Plan of Educational Development (GPED)

comes to an end in the year 2000, policy makers can assess

the strengths and weaknesses of the reform campaign to

figure out the needed improvements. This researcher

suggests the following additional areas of research:

1. The effect of the reforms on the Jordanian

   students' academic achievements.

2. The study of the Jordanian teachers and educational

   leaders' perceptions of the reforms.

3. Developing a national educational planning model

   based on strategic planning for reform beyond the

   year 2000 in Jordan.

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Appendices

Appendix A: Educational philosophy, objectives, and
other articles from Law Number 3 of 1994.
Appendix B: The General Plan for Educational
Development (GPED)
Appendix C: Names and titles of subjects interviewed in
this study.

Appendix A

Educational Philosophy and Objectives
(From The Law Number Three of 1994)

Item 3 . Philosophy of education in the Kingdom is based on the Jordanian Constitution, the Islamic-Arabic Culture, the Great Arab Revolution, and the national Jordanian experience. It is built on the following principles:

A. Basic Beliefs

1. The believe in Allah Almighty (God).
2. The believe in the high moral code of the Arab people.
3. Islam is an intellectual and behavioral system that respects and honors the human being, and encourages him to seek knowledge, productive life, and good conduct.
4. Islam is a complete value system. It stresses ethics and high principles which shape the conscious of the individual and society.
5. Islam and Arabic Nationalism have an interdependent relationship.

B. Civic, National, and Humanitarian Principles

1. The Hashemite Kingdom of Jordan is an Arab Nation. The government is based on the authority of an elected Parliament and the authority of the King who inherits the thrown. Citizens pledge allegiance first to Almighty Allah (God), then to their country and the ruling King.
2. Jordan is part and parcel of the Arab world; the Jordanian People are part of the Arab and Islamic nations.
3. There is no place within the Jordanian Peoples for racism, tribalism, social and or religious inequality.
4. The Arabic Language is the nation's main language. It is considered as the essential element for the existence of Arab Nation, and it is an important factor in the unity and progress of Arabs.
5. The Great Arab Revolution expresses the goals of all Arabs toward independence, freedom, and progress.
6. Solidarity with Palestine as an Arab land. Solidarity with all other occupied lands and the strife to liberate them.
7. The Palestinian issue is a decisive issue for the Jordanian People. The Zionist assault on Palestine is a political, military, and cultural assault on Arab and Islamic nations, particularly Jordan.
8. The Arab Nation is an undeniable historical reality. The unity of all Arabs is vital to their existence and progress.
9. Good citizenship calls for the balance between civic pride, national identity, Islamic beliefs, and openness to other cultures.

10. Being capable of making the necessary adjustments as time might dictate, and being able to utilize the indigenous resources to meet the changes of times.
11. International cooperation must be based on equality, liberty and justice.
12. Positive participation in the world's cultures and events, and the strife to make valuable contributions.

C. Social Principles

1. Jordanians have equal political, social, and economic rights and duties. They are only distinguished by their contribution and respect of their society.
2. Protection of individual freedom and honor.
3. The unity of the Jordanian society is a necessity to every individual. Its foundation is social justice, a balance between individual and societal needs, and the cooperation of all people to meet their responsibilities for the benefit of all.
4. Social progress is based on the discipline of each individual to protect the national interest.
5. The right and duty of every individual to participate in the civic and political processes within the frameworks of a democratic environment.
6. Education is a must, and learning is the right of everyone who exhibits desire and self discipline.

Item 4. General Objectives

The general objectives of education are the products of the educational philosophy. The ultimate goal is to fashion the character of that citizen who is a believing person in Allah- the Supreme Deity, who has the sense of belonging to his country and nation, and who exhibits favorable mental, personal, spiritual, ethical and social attributes which enable him at the end of his learning experience to practice the following:

a. To utilize the Arabic language to easily and fluently expresses himself and communicates with others.
b. To have clear comprehension of facts, concepts, and aspects related to nature, geography, humanity, sociology, and cultures, local or worldwide. To employ such knowledge is his or her daily life.
c. To study early civilizations, realizing that the past can be the key for the future.
d. To understand that Islam is a faith and a way of life that exemplifies moral values and noble intentions.
e. To be exposed to other cultures' virtues and worthy admonitions
f. To have mathematical ability, and utilize the knowledge of all branches of mathematics in scientific research in daily life.
g. To understand, research, and analyze facts and theories, utilize them in the interpretation of universal phenomena, and employ them in the service and the well-being of mankind.

h. To comprehend technology, and make use of it in solving problems, forecasting events, and formulating decisions that affect many aspects of our life.

i. To gather and store knowledge, and have the ability to retrieve and manipulate such knowledge to interpret, predict, and make decisions.

i. To be self-constructive, with clear, and objective vision. To follow scientific methods in making observations, research, and formulating conclusions.

j. To face up to the job, and to have self-confidence when acquiring general or particular skills.

k. To be health conscious and to practice athletics in order to achieve a mental and a physiological balance.

l. To have an appreciation for the arts that touch many facets of our lives.

m. To adhere to the rights and responsibilities of citizenship.

n. To be proud of the Muslim way of life, the country of citizenship, and the nation to which you belong.

o. To utilize personal skills and make use of the free time to nurture such skills in order to be creative and innovative. To be a self-starter, have perseverance, and practice inoffensive activities.

p. To respect fellow human beings. To adopt positive attitude toward others. To work for the betterment of the society. To adhere to the democratic processes when debating with others.

q. To make necessary adjustment in personality, manner, and conduct in order to deal with others on good terms, and to confront life's obstacles.

Item 5. Educational Strategy

The strategy of education embraces the following:

a. Formulate the education system so that it will provide a balance between the needs of the individuals and the needs of the society.

b. Create opportunities to make education a long-lasting process that interface with many needs.

c. Emphasize the importance of the political process, which is based on participation, fairness, and democracy.

d. Use education as an instrument to strengthen the personality of each citizen by enhancing his ability to pursue analytical and innovative thinking, taking the proper moves and initiatives, participating in constructive criticism and objective dialogs, and fostering the virtues of his Islamic, Arabic, and human civilizations.

e. Assert the application of scientific thinking and procedures in all aspects of education, being in planning, development, and research.

f. Expand the education system in each institution by adopting special curriculums such as for those gifted or handicapped students.

g. Emphasize the importance of a comprehensive education, including practical experience in vocational and technical skills.

h. Affirm that the task of teaching and educating must be based on professionalism and good ethics.

i. The long term objectives of the education system should be administered by a central authority. Management and administration of education institutions must be decentralized.

j. The social stature of teachers and the devotion of teachers to their profession must be respects, for teachers have a distinguished role in building individuals and societies.

k. Emphasize the importance of military education, and stress the importance of preserving the environment.

Item 6. Function of the Department of Education

The department of education undertakes the following tasks:

a. Establishing several levels of public learning institutions, and equipping them with human resources and teaching tools and supplies.

b. Assuring that the physical structures of such institutions are safe and strategically located in order to achieve the goals set out in the education policy.

c. To see that all private learning institutions conform to the laws provided herein.

d. Encouraging student activities in all institutions. Organizing activities such as athletics, scouting, arts, cultural, social, and others. All activities at all levels of education must meet the standards set out in the education policy, and must conform with the instructions issued by the office of the Secretary of Education.

e. Provide advisory and health services to all public learning institutions, and see that private institutions adequately offer the same services.

f. Involvement in all cultural and scientific disciplines by adapting proper publications and educational sources, according to the guidelines set out by the office of the Secretary. Utilizing all means of communications to carry out such objectives.

g. Encourage scientific research to enhance progress and development.

h. Strengthen the relationship between educators in the Kingdom and other Muslim and Arab countries.

i. Establish adult education centers and continuing education programs.

j. Establish tutoring centers available for a fee per the instructions of the Secretary.

k. Provide the means to secure good working conditions for all employees of the Department of Education, and initiate incentives that encourage them to exert their maximum efforts and skills in performing their duties toward achieving the goals of the education system. This will also include programs to elevate their level of knowledge and professionalism, and benefits such as credit unions and social security.

l. Strengthen the relationships between educational institutions and local residents by establishing school boards, parents-teachers associations, and volunteer programs. These activities are of immense social benefits, and are factors in development and progress.

Appendix B

The Hashemite Kingdom of Jordan
Ministry of Education

The General directorate for planning and improvement of
the educational research

The General Plan for Educational
Development
1988-1998

According to the recommendations of the National
Conference for Educational Development

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1. Basis of educational development

a. Introduction:

The continuous wide social changes that Jordan faces as a result of the great efforts to achieve complete development have produced great economic and social challenges. They also resulted in great individual and social needs. Therefore, coordination between the educational system and the newly individual and social needs is a must.

The characteristics of the educational system and its issues and problems require facing these issues in order to improve such education process and its effectiveness. They also require resources for the comprehensive development which includes learning input, its processes and its output.

Education in Jordan has the highest national priority among its developmental projects and its future policies. It has the continuous support of the public and the political leadership of Jordan. In 1985, the Royal referendum mandated the reform of the educational system in order to match the fast development of information and scientific progress. Such reform should be able to face the social and cultural changes and the new changes in the different sectors of the society. It should also interact with such social changes in order to close the gap between the individual and social needs from one side and the educational system from the other side.

For two decades Jordan has adopted comprehensive developmental plans. The last one was a five-year plan (1986 -1990). It called for the connection between the process of educational development and the current economic and social needs, in addition to the future needs projected in the plan.

The Royal speech to the National Conference on Educational Development stressed the following principles:

  1. The belief in God, the spiritual values, the high importance of education and learning in life, and the respect of work in any form.

  2. The striving to have a balance between our national character and identity and the open policy towards other cultures.

3. The importance of adapting to the current development and building the individual ability to positively interact with such developments.

Both education and development consider the individual as the prime source of development and its ultimate goal. The importance of educational development for the following reasons and considerations:

1. The human being is the prime treasure that the Jordanian society has.

2. Educated individuals are the goal and the means for the comprehensive development of the society.

3. Education is the tool for preparing the society for the future on both individual and social levels.

4. Education is the tool for change in the continuously changing world.

5. Education is the tool for improving the concept of labor.

6. Education is the tool for strengthening the citizenship of the individual.

7. Education is a national responsibility.

8. Education is the tool for enabling the student to deeply understand democratic concepts.

9. Education is the tool for the balance among the working class. Therefore, the products of educational programs should be in harmony with the society's needs in terms of work force.

According to these principles and considerations, it is important to discuss the main issues and problems that the educational system faces which require a comprehensive educational development in all technical, managerial and vocational dimensions.

b. Issues and Problems that Face Education.

There are many issues and problems facing the educational system. These in turn affect the level of

progress that the educational system had hoped for, and are summarized as follows:

1. Curricula and School Books:

a. Because of the necessity to follow the technological developments, the curricula and books should combine theory and practical applications.

b. The need to improve the teaching and evaluation techniques. Encouraging creative thinking among students and the proper utilization of their actual diverse skills are also of great importance.

c. The need for integration between different curricular disciplines.

d. The need for serious public involvement and the direct participation of educators in the process of the comprehensive development of education. It should be an active and positive participation.

e. The need to improve the criterion by which curricula are evaluated and approved.

f. The systematic evaluation and development of school books.

g. The need to narrow the gap between what is taught in schools and what is actually used in real life. This requires emphasis on the various practical skills, including experimenting, analyzing, evaluating and integrating.

h. The need to conduct comparative studies between the Jordanian educational system and other advanced ones.

i. The need to conduct scientific studies on the growth of the Jordanian students and their basic understanding of the different sciences and the needs of the Jordanian society which should be considered in the process of comprehensive curriculum development.

2. Educational Technology:

The educational system must utilize educational technology in order to develop self-improvement skills, especially, utilization of educational programs on TV and

school broadcast. The lack of integration of such programs with the curriculum activities, and the low interest in using school labs, libraries, and learning resources requires scientific research and experiments in order to activate their usage. It also requires the development of the ability to produce and obtain the necessary learning tools, including audio/video ones.

3. Primary Education (Grades 1-10):

a. The drop-out and returning in the elementary stage causes a great challenge to the educational system. There is a need to carry out field studies to understand the real causes. Such studies would help us overcome this problem and minimize its negative effects on the society.

b. The need to reevaluate the basic education in terms of curriculum, school books, teaching methods, and techniques in order to increase its efficiency.

4. Teachers in Primary Education:

a. Studies have shown dissatisfaction among a considerable percentage of the elementary school teachers for several reasons. These include low salaries, housing problems, and the society's and students' negative perception of school teachers.

b. 8.5% of elementary school teachers are not qualified as educators according to the standards set by education Law number 16, 1964.

c. 79% of elementary school teachers and 66.8% of middle school teachers graduated from community colleges. There is a need to enhance their academic and social skills in order to enable them to improve their knowledge and their professional skills.

5. Secondary Education:

a. The scope of the secondary education is very general, which makes it very hard to characterize the goals it seeks to achieve.

b. The set goals for the secondary education have to be reevaluated in order to face the new challenges and help the country fulfill its aspirations toward renewal, development, and progress.

c. The imbalance between the main branches of secondary education: the vocational branch is perceived as low by students and their parents. Vocational training is still a closed system; students in vocational schools are not able to continue their higher education. The lack of open channels between the various branches of secondary education forces the students to choose academic education over the vocational and technical path.

6. Secondary education teachers:

a. The majority of secondary teachers lack the educational skills which reflects on their level of effectiveness in employing teaching methods and their abilities to develop students' skills.

b. The majority of secondary teachers, especially the vocational ones, do not have the necessary preparation and practical experiences needed in their area of specialization.

c. Secondary teachers need in-service training opportunities. This will update their knowledge base and experiences in scientific, cultural, behavioral and professional fields, theoretical and practical.

7. Students' affairs:

The educational system faces difficulties concerning students which affects students' levels of academic progress and growth such as:

a. The limited effect of educational and career counseling programs on their ability to decide on their academic future.

b. The factors of dropping out and flunking, especially the educational ones which involve the role of the school and the teacher in addition to the cultural, social, and economic factors which affect the structure of the Jordanian society.

c. The shortcoming of school health programs in providing the needed basic health services to students.

d. School nutrition programs and social care, and their effects on students' academic achievement and solving their social problems.

8. Educational administration:

Educational administration faces many problems at different levels such as:

a. The lack of educational regulations that emphasize decentralized administration practices, introduce new concepts in educational administration, and change the daily reactive management to planning and proactive developmental management.

b. The need to implement job descriptions for the employees of the Ministry of Education and its directorates.

c. The need to connect between the managerial decisions and research results and information.

d. The need to improve the relationship between the educational administration establishments and the social, informational, and cultural agencies in the society.

e. The need to implement training programs for personnel working in the field of educational administration.

9. School administration:

School management has certain characteristics which need to be improved and reformed:

a. The limited skills and abilities of school principals.

b. The limited academic qualifications of secondary school principals (i.e 32% of general secondary school principals have college degrees, and 54% of vocational school principals have college degrees).

c. Confining school management practices only to running daily school managerial work did not lead to improving managerial and leadership practices, nor to creativity and innovations.

d. The limited role given to school management in organizing and executing educational activities. Also, the principals' limited role in motivating teachers to do quality work and to excel at solving educational

problems, especially the low students' academic achievement. This may be due to the lack of capable management or the limited authority given to it.

10. Educational counseling:

a. The deficiency in the number of educational counselors. The number of elementary school counselors was 14 during the 1985-86 school year, while the number of secondary school counselors was 184 for the same year, mostly in girls' schools.

b. The educational counseling covers schools' psychological and social needs. Nevertheless, its role in career counseling is still limited.

11. Educational supervision:

Educational supervisors are qualified at various levels. There are 71 supervisors who have diplomas or bachelor degrees, 3 have Ph.D. degrees, and 196 supervisors have no degrees or diplomas in educational supervision. The number of female supervisors who have bachelor degrees reaches 50% of the total number. Therefore, it is necessary to improve the particular department which guides the educational operation in a direct manner.

12. Educational Evaluation and Examinations:

The difficulties that face educational evaluation and examinations can be summarized as follows:

a. School examinations concentrate in general on low learning levels, memorizing information and explaining it. They do not address students' abilities, tendencies and learning styles, their strengths or weakness and learning difficulties.

b. Evaluation techniques that teachers use in the first three years of elementary education do not match with development characteristics of this stage. There is a need to train teachers to utilize other methods for the over-all student evaluation.

c. There is a great importance given to school examinations and grades. School grades are the determining factor in transferring students to a higher grade (especially after the fourth grade).

d. The general examinations of the three school levels do not differ from the regular school examinations in their measuring the students ability to memorize the subjects. They fail to measure their analytical, integration, and application abilities.

13. School buildings:

a. The limited capacity of school buildings in facing the annual increasing student numbers which led to the usage of many of the current buildings for two school sessions daily. This has limited the effectiveness of the learning process and its vital activities and applications.

b. The increasing number of rented properties that are not suitable as school buildings.

c. The lack of fair geographical distribution of school buildings.

d. The difficulty of acquiring land for the purpose of constructing school buildings especially in the crowded areas.

e. Many schools do not have the proper facilities such as labs, libraries, auditorium, gyms, fences, and sanitary facilities.

14. Expenses of education:

The increase in educational expenses requires the proper handling of such expenses without sacrificing the quality of education and the continuous improvement of the academic preparation of the system's graduates.

These problems and challenges require a general plan for educational improvement that satisfies the needs of the Jordanian society and its future as it advances toward the 21st century. The preparation of this General Plan for Educational Development coincides with the goals of the National Conference on Educational Development. Such a plan includes a group of programs in the following fields:

- Educational structure.
- Curricula and school books.
- Teaching techniques.

- School buildings.
- Conditions of education.
- Educational administration.

Each program contains four elements: goals, procedures, description of the program nature and its cost, and financing according to a timely plan.

The plan also includes integration between the elements of these programs which makes it conformable with the basic educational improvement plan.

Educational development programs

I. The educational structure:

Goals:

The goals of the educational structure are as follows:

1. Enhance the level of elementary education.

2. Enhance the level of secondary education.

3. Open the channels among the branches of secondary education

Procedures:

The following procedures should be taken in order to achieve the goals:

1. Increase the length of basic compulsory education one more year (From 1st – 9th grades, To 1st – 10th grades).

2. Improve the curricula and school books for elementary education.

3. The bases of admission to secondary education should consider students' aptitudes and their over-all achievement in the last three years of their education.

4. The adoption of a comprehensive secondary education.

5. Improvement of the general secondary according to the structure of secondary education.

6. Perform a coordination among the Jordanian universities in order to set the admission requirements based on the examination system of the high school diploma.

7. Reform curricula and school books of the secondary education level.

8. Reform educational and career counseling in schools.

9. Reform educational administration at all levels and operations.

10. Build the needed school facilities.

11. Qualify teachers on the basis of teacher certification program and train them to properly teach the new curricula and textbooks.

A description of the educational structure:

The new educational structure is divided into three stages:
1. Kindergarten (4-6 years) taught in private schools under the supervision of the Ministry of Education Basic compulsory education for students 6-16 years of age. It is a free education for all students and aims to prepare them for professional careers and/or for higher education.
2. Two years of secondary education for students 17 and 18 years old. This level of education aims to:
a. Build a common knowledge base for all students in addition to academic or vocational specialized studies. Extra elective courses (i.e. Art, Physical Education, Computers, French language, vocational education). General examination will be administered to all students at the end of this period. Students will be tested in at least eight of the courses which they had selected over no more than three rounds. Students can choose any number of courses in each testing round.

b. Train students who select vocational education at this secondary level. Students will be trained on one of the vocational programs according to their choices and abilities.

Execution:

1. The transition period:

   a. Freshman high school (11th grade):
      - Students who passed the school year 87/88 exams (9th grade) should enter the freshman high school and vocational training centers.
      - Elimination of 88/89 freshman vocational high school class
      - Ninth grade students of school years 88/89 and 89/90 should be transferred to freshman high school according to their scores.

   b. Senior high school (12th grade):
      - Freshman high school students at the end of 88/89 should be distributed to senior high school class either academic or vocational according to their scores.
      - The same should be done at the end of 89/90 for freshman to senior classes.
      - Freshman high school students should be distributed at the end of 90/90 as was done on 89/90.

   c. Test scores:
      - Scores for 89/90 8th grade students should be counted until they are transferred to secondary school.
      - Scores for 90/91 8th and 9th grade should be counted until they are transferred to secondary school.
      - Scores for 91/92 8th, 9th and 10th grader should be counted the same way.

   d. Implementation of the new system:
      - Implementation of the admission requirements to the secondary education for the first time in 91/92 academic year.
      - Application of the high school diploma examination according to the newly structured system for the first time in the 93/94 academic year.

2. **Actual implementation stage:**
   a. Implementation of the new system should be carried out in four stages starting 90/91 school year for the first, fifth, and ninth grades; in 91/92 for the 2nd, 6th, and 10th grades; in 92/93 for the 3rd, 7th, and

11th grades; and in 93/94 for 4th, 8th and 12th grades. It should cover the curriculum and school books necessary for the new goals.

b. The examination system for the high school diploma should be improved according to the plan for secondary education. A special examination system has to be implemented.

Cost:

The application of the new structure in 90/91 until 93/94 school year needs (26,288) teachers plus the current ones according to the following:

	School Year	Number of Teachers	Total of Annual Salaries in JD	Financial source
1.	1990/1991	6,174	9,261,000	Treasury
2.	1991/1992	6,432	9,648,000	Treasury
3.	1992/1993	6,701	10,051,500	Treasury
4.	1993/1994	6,981	10,471,500	Treasury

- Amounts are in million Jordanian Dinars.

II. Curricula and school (text) books:

Goals:

The program's aim is to improve the contents of the curriculum and teaching methods for the basic and secondary stages. The program also provides school books and educational material which will improve educational output through the following objectives:

a. Curricula:

1. The contents of the curricula have to be modified in order to reflect the social and economic needs of the Jordanian society during the nineties.

2. Stressing the importance of intellectual skills, concentrating on problem solving, improving innovative thinking and creativity among students in upper level classes.

3. Introduce flexibility and diversity in the curricula of the upper level classes of the basic education. Plus, the open choices in secondary education which consider individual differences and self-education skills among students.

4. Designing the curricula towards teaching theories along with their practical applications.

5. Raising the interest in citizenship education, science and technology, and environmental sciences at all educational levels.

6. Arabic language skills among the basic and secondary education graduates which will assist them academically and professionally.

7. Reinforcing the integration and linkage among the curricula of basic and secondary stages.

b. School (text) books:

1. Improve the guidelines for school book editing in order to challenge students to improve their various skills and creative abilities.

2. Emphasize positive trends and values in school books and link their problems and activities with the environment.

3. Benefiting from successful international experiences in scientific, mathematical, and technological fields.

4. Improving teacher guides by introducing new exemplary teaching methods.

Organizational procedures:

The following organizational procedures should be applied to achieve the above goals:

1. Allowing societal and organizational participation in preparing curricula and school books.

2. Forming national teams for formulating various academic disciplines which benefit from the experiences of public and private sectors, especially in the field of curriculum and school books.

3. Benefit from the successful international experiences in school book writing and editing.

4. Methods of experimental application have to be taken into consideration during curriculum and school books evaluation before final approval and publishing.

5. Selecting educational sources that enhance the curriculum and school books in order to update their knowledge base.

6. Designing and producing specialized and artistic quality school books.

7. Following new concepts in writing school books that will enhance scientific thinking and self-study.

8. Prepare auxiliary books and booklets to school books.

9. Training and directing teachers to new and diverse teaching techniques according to students abilities.

10. Consideration of the inter-curriculum among first four classes of elementary education.

11. Reinforcing vocational curriculum and practical training for the 9th and 10th grades. Generalization of computer classes for 10th grades.

12. Refining the current study plan of secondary education to facilitate smooth and gradual transition to the new plan through the following:

> - Considering the requirements of the academic education for all students in the 10th grade.
> - Considering the requirements of the vocational education of the 11th and 12th grades with regard to the number of vocational and academic classes.

Program description:

The program includes the following:

a. Curricula:

1. Preparing the major guidelines for the primary education.

2. Preparing the major curriculum contents for the primary education level.

3. Preparing the curriculum for the primary education level.

4. Preparing the major guidelines for the secondary education.

5. Preparing the major curriculum guidelines for the secondary education.

6. Preparing the curriculum contents for the secondary education.

b. School (text) books:

1. Publishing textbooks for the 1st, 5th and 9th grades.

2. Publishing textbooks for the 2nd, 6th and 10th grades.

3. Publishing textbooks for the 3ed, 7th and 11th grades.

4. Publishing textbooks for the 4th, 8th and 12th grades.

Action plan:

	Action	Time Frame
	School Textbooks:	
1.	Publishing textbooks of grades: $1^{st}, 5^{th}, 9th$	1988/1989
2.	Publishing textbooks of grades: $2^{nd}, 6^{th}, 10^{th}$	1989/1990
3.	Publishing textbooks of grades: $3^{rd}, 7^{th}, 11^{th}$	1990/1991
4.	Publishing textbooks of grades: $4^{th}, 8^{th}, 12^{th}$	1991/1992
	School Curricula:	
1.	Prepare the guidelines of primary education	1987
2.	Prepare the guidelines of primary curriculum	1988
3.	Prepare the curriculum of primary education	1988
4.	Prepare the guidelines of secondary education	1988
5.	Prepare the curriculum guidelines of secondary education	1988
6.	Prepare the curriculum of secondary education	1989

Budget and sources of financing

Year	Amount
1988	0.4
1989	0.8
1990	0.8
1991	0.9
1992	1.0
1993	0.3
1994	0.3
1995	0.2

- Amounts are in million JDs (Jordanian Dinars)

Financial sources:
Jordanian Government: 64% (3,000,000 JD).
The World Bank: 36% (1,700,000 JD).

III. Educational technology:

Goals:

The program's aim is to achieve the following:

1. Facilitate labs, libraries, auditoriums, computer labs, and workshops for schools according to their needs.

2. Improve and modify teaching tools, quantitatively and qualitatively, to enable teachers to diversify their teaching techniques considering the differences among students in their abilities to learn.

3. Improve the production of TV and radio educational programs and make them more comprehensive and diverse.

4. Improve the production of lab instruments that cover schools' needs.

5. Facilitate centers for "learning resources" to enable teachers to gain advanced educational techniques and effectively use them in schools.

6. Prepare different levels of qualified technicians in order to cover schools needs.

Organizational procedures:

1. Construct centers of educational resources.

2. Construct the necessary school buildings.

3. Improve the production of TV and radio educational programs.

4. Improve the production of lab instruments and materials and educational tools.

5. Hire qualified technicians.

Description of the program:

The program includes the following:
1. Constructing a total of eight centers of educational resources in different provinces and counties.
2. Preparing school labs (buildings and extensions)
3. Producing advanced TV and radio educational programs in different levels and fields.
4. Providing school libraries with books, references, buildings and extensions.
5. Providing computer labs; 10 computers for each lab and a printer for each two terminals.
6. Providing the necessary skilled technicians

The following Table shows the required number of personnel who need to be hired:

	Field	Job description	Available	Needed
1	Libraries	Librarian	84	2372
2	Laboratories	Lab director	382	139
3	Educational Resources	Educational resources director	–	41
4	Educational TV and School Radio Programs	Program director	2	21
	Total		468	2573

Cost and execution time table:

	Item/ Years	1988	1989	1990	1991	1992	1993	Total
1.	Ed. Resources centers	–	1.3	1.3	1.3	–	–	3.9
2.	Laboratories	–	1.5	1.5	1.5	1.5	1.5	7.5
3.	Educational methods	–	0.6	0.6	0.6	0.6	0.6	3.0
4.	Libraries	–	0.5	0.5	0.5	0.5	0.5	2.5
5.	Computers	1.1	1.1	1.1	–	–	–	3.3
6.	Technical Training	–	0.1	0.1	0.1	0.1	–	0.4
	Total	1.1	5.1	5.1	4.0	2.7	2.6	20.6

- Amounts are in million Jordanian Dinars.

Financial Sources:

	Source	Percentage	Amount (JD)
1.	Jordanian government	65%	13.4
2.	World Bank	35%	7.2

- Amounts are in million Jordanian Dinars.

IV. Buildings and educational facilities:

Goals:

The program's aim is to provide school buildings and educational facilities needed for teaching and learning; also, to improve the quality of education in all levels. It also aims to do the following:

1. End the lease on the rented school buildings for primary and secondary stages.

2. Provide the needed buildings to absorb the annual increase in the number of students.

3. End the system of – two school periods a day– in primary and secondary stages.

4. Provide the needed facilities for existing school buildings.

5. Provide the necessary land for school building projects.

6. Provide the needed furniture and equipment for school buildings.

Organizational procedures:

1. Attaining ownership of the needed land for school buildings.

2. Constructing the needed buildings suitable for different counties in the Kingdom for:
    a. Facing the annual expansions.
    b. Terminating the leases of leased school buildings.
    c. Ending the two period system.

3. Building schools for the primary educational stage in every village and district. Concentrating the secondary school buildings in centers of residential areas and in the middle of village clusters.

4. Providing the current schools with the necessary equipment, labs, libraries, and computers.

5. Preparing school blue prints for each district's future expansions.

6. Developing economic models of school buildings for primary and secondary education, and standardizing of the general outlook of school buildings of each level. This strategy of designing school buildings would be implemented with the cooperation of colleges of engineering in Jordanian universities, the Higher Council for Science and Technology (HCST), and science assembly and the Royal Scientific Society (RSS).

7. Providing local financing to construct new school buildings and facilities. Also, other financing from international and Arab organizations.

8. Applying for grants and donations from friendly organizations.

9. Inviting the private sector, organizations, and donors to participate in building schools; also local and foreign non-profit organizations.

10. Increasing the efficiency of maintaining school buildings.

Description of the program:
    The program includes acquiring lands (real estate), constructing and furnishing school buildings and educational facilities:

    a. to face the annual increase in the number of students; the expected increase during the program is 240,000 students annually.

    b. to terminate the leases of the rented school buildings; the number of students occupying these buildings is 308,000.

    c. to end the two-period system; the number of students in the second period is 51,000.

Cost and Execution Time Table:

    The cost of this program is estimated at 202.3 million JDs. Around 113.1 million (56%) will be provided by the government, while 89.2 million (44%) will be financed by the sector loan of The World Bank and co-financers. Following is an illustration of the program stages and costs:

	Year	Land Acquisition # of projects	Cost	Construction # of projects	Cost	Equipment # of projects	Cost
1.	1988	52	2.8				
2.	1989	104	5.5	52	12.1		
3.	1990	104	5.5	104	24.3	52	2.6
4.	1991	104	5.6	104	24.2	104	5.2
5.	1992	104	5.6	104	24.2	104	5.2
6.	1993	52	2.8	104	24.2	104	5.2
7.	1994			52	12.1	104	5.2
	Total	520	27.8	520	121.3	468	23.4

• Amounts are in million Jordanian Dinars.

Plan of financing extensions to school buildings:

Year	1989	1990	1991	1992	1993
Amount	3.5	4.0	7.5	7.5	7.5

• Amounts are in million Jordanian Dinars.

V. Teaching conditions:

Goals:

The teaching conditions program aims to materialize the following:

1. Determining of the academic and behavioral requirements needed to practice the teaching profession.

2. Preparing and training teachers in order to fulfill the criteria for licensing them for the teaching profession.

3. Improving teacher evaluation methods.

4. Improving the general examination system and developing achievement and aptitude tests.

5. Improving the curriculum for the first four classes of the elementary education.

6. Improving kindergarten programs by developing a sound curriculum and training qualified teachers under the supervision of MOE.

7. Improving the effectiveness of the non-traditional education and devising illiteracy-fighting programs.

8. Connecting schools with the society and improving participation of the societal establishments in school activities.

9. Increasing the social and economic status of the teachers and developing "the teaching ethics and charter".

Execution procedures:

The materialization of this program requires the following:

1. Establishing criterion for teaching certification.

2. Implementing teachers' qualification program for those who have community college (two years) degrees by giving them the opportunity to attain B.A in education.

3. Execute teachers qualification program for those who have university degrees by involving them in an additional one year training program on student behavior.

4. Establishing a higher qualifying college to graduate teachers school and to qualify school principals.

5. Establishing a rewards system for teachers and educators.

6. Establishing teacher evaluation system.

7. Modification of the examination system according to the new educational structure.

8. Introducing aptitude and achievement tests to evaluate students' abilities and to provide them with proper academic and career counseling.

9. Establishing MOE teams to supervise and regulate kindergarten programs throughout the Kingdom.

10. Conducting social and educational studies around the percentages of illiteracy around the country and developing national programs to eliminate it.

11. Selecting schools as "Exemplary Social Centers" as an experimental stage in increasing the role of schools in the society and vice versa.

12. Establishing pioneering experimental projects where models of applied schools can be introduced to school districts. These model schools will act as centers for educational, creative, and modernized practices.

Description of the program:

Teaching conditions program is characterized by:

1. Qualifying 6000 university graduates as teachers through the Higher Qualifying College (HQC) in different colleges of education in Jordanian universities; (700 teachers annually).

2. Qualifying 22,000 teachers who have community college diplomas academically through the HQC; (1700 teachers annually).

3. Qualifying 28,000 teachers to be hired during 1988-1990 academically and educationally according to their job requirements.

4. Establishing the Higher Qualifying College to implement educators' qualifying programs.

5. Establishing teachers' clubs in different counties.

6. Identifying the schools which will function as "Exemplary Social Centers" and the schools which will function as applied schools for educational creative practices.

7. Conducting annual studies on illiteracy and how it can be eliminated.

8. Constructing aptitude and achievement tests to help in academic and career counseling.

9. Forming MOE teams to supervise and regulate kindergarten programs throughout the Kingdom.

10. Preparing teacher evaluation models in cooperation with Jordanian universities.

Cost and Execution Time Table:

The cost of this program is estimated at 18.3 million Jordanian Dinar. The government will provide 13.7 million which amounts to 75%, while the World Bank and co-financers will finance 4.6 million JDs, which equals 25%. The following table illustrates the stages and the cost of the program:

Item/year	89	90	91	92	93	94	05	96	97	98	Total
Qualifying B.A Teachers	1.1	0.2	0.3	0.4	0.4	0.4	0.4	0.4	0.2	–	2.8
Qualifying Non B.A Teachers	0.3	0.9	1.2	1.4	1.8	2.2	2.6	2.8	1.7	0.6	15.5

- Amounts are in million Jordanian Dinars.

VI. Educational Administration:

Goals:

This program's purpose is to achieve the following:

    1. Implementation of decentralized management.

    2. Professional training programs for school principles in order to enable them to understand all dimensions of the educational process.

    3. Support for the role of educational supervisors in order to enable them to perform advanced supervisory roles.

    4. Development of educational counseling and guidance programs in order to make the students aware of their talents and aptitudes.

    5. Connection between school and the society in order to support the social participation and rooting the national belonging.

 Also the program's aim is to achieve the following special goals:

    1. Preparing a job description for school principals according to the requirements of a decentralized system.

    2. Preparing a job description for school supervisors and developing a system for training them and evaluating their performance.

    3. Preparing a job description for school counselors and developing a system for training them and evaluating their performance.

    4. Improving the effectiveness of the various educational and scouting activities.

    5. Improving nutrition programs and school cafeterias.

    6. Improving the effectiveness of school health programs in coordination with the Ministry of Health.

Execution procedures:

To achieve this program the following execution procedures are required:

1. Establishing certification requirements for principals, counselors and supervisors.

2. Executing qualification programs for principals and supervisors.

3. Executing training programs for educational counselors.

4. Improving extracurricular activities by expanding schools' sports and scouting clubs and developing reinforcement programs for gifted and talented students.

5. Continuing school nutrition programs and conducting the needed studies to explore areas of improvement.

6. Building 15 clinics and organizing a medical and dental group for every 5,000 students. Additionally, at least four medical exams must be conducted for students during their primary education years.

Description of the program:

The program contains the following:

1. Qualifying 2,362 principals to receive a diploma in management and educational supervision.

2. Qualifying 217 supervisors to receive a diploma in teaching methods and educational supervision.

3. Employing 1400 new qualified counselors and qualifying the currently employed 400 counselors. All counselors must attain a diploma in educational counseling and guidance. (The budget of this program is included in the budget of the educational structure development program).

4. Building and furnishing 15 clinics and organizing a medical and a dental groups for every 5,000 students in all districts.

5. Building and furnishing school cafeterias according to school buildings program.

6. Programming extracurricular educational activities and including them in the weekly school schedule. And hiring qualified teachers for PE, music, theater, and folklore school activities and teams.

7. Implementing scouting programs to participate in national developmental projects.

8. Intensifying and improving supervision of nutrition programs and cafeterias in schools.

Cost and Execution Time Table:

The cost of this program is estimated at 3.2 million Jordanian Dinars, of which 2.15 JDs, 67%, will be provided by the Jordanian treasury, while 1.05 JDs, 33%, will be financed by the sector loan of The World Bank and other co-financers. The following table illustrates the cost and stages of the project:

Item/ Years	1988	1989	1990	1991	1992	Total
Ed. Administration	0.6	0.6	0.6	0.7	0.7	3.2

• Amounts are in million Jordanian Dinars.

Appendix C

Names and Titles of Subjects Interviewed in This Study

This study aimed to analyze the formulation process of the Jordanian General plan for Educational Development which took place in the mid 1980s. Such process is compared with the formal strategic planning process. As explained in chapter one, the study had a limitation which was the lack of enough references that delineate in details the process which led to the construction of the GPED.

Therefore the researcher resorted to personal interviews with Jordanian officials and scholars who led and closely observed that planning process. These interviews, which were performed in March of 1996, where instrumental to gain a clear understanding of the process. Each interview lasted two to four hours.

It should be noted that the researcher applied for a permission to conduct the above interviews from the Institutional Review Board of the Oklahoma State University. The permission number was IRB#: ED-96-063 (copy enclosed), granted in January 22, 1996.

Following is brief profiles of the subjects who where interviewed in this study:

1. **Dr. Munther Masri.** He served as a member of the Committee of the Policy of Education (CPE), the first planning team which formulated the strategy to reform education in the period between 1985 and 1987 in Jordan. He was at that time the Director General of the Vocational Training Corporation.
Dr. Masri serves currently as the Minister of Education in of the Hashemite Kingdom of Jordan.

2. **Dr. Izzat Jaradat.** He was the Director General of the Directorate of Planning, Development and Educational Research in the Ministry of Education (MOE) during the reforms. Dr. Jaradat served also as member of the Executive Council of the National Conference on Educational Development (NCED). He also served as a member of the national committee which put the General Plan for Educational Development (GPED) in its final format after the NCED. Dr. Jaradat wrote several papers and articles about education in Jordan and the educational reforms in particular. He is currently the Secretary General of the MOE.

3. **Dr. Ali Mahafzah.** He headed the committee of the Policy of Education. He was then the president of Mu'ta University, a public university near Karak city south of Jordan. Dr. Mahazah served as a member in the National Committee after the NCED. He is currently a professor of history in the University of Jordan in Amman.

4. **Dr. Radi Al-Waqfi.** He was the Secretary General of the Ministry of Education during the later period of the reform campaign in 1987. He also served as the head of the National Committee which devised the General Plan for Educational Development in 1988. Dr. Al-Waqfi is currently the Dean of Al-Amirah Tharwat Community College in Amman.

5. **Dr. Anmar Al-Keilani.** He was a professor Educational Administration at the College of Education of the University of Jordan during the reforms. Dr. Al-Keilani is currently the Assistant Dean of that college.

6. **Dr. Tayseer Al-Nahar.** He was a professor of Educational Psychology at the college of Education in Mu'ta University during the reforms. Dr. Al-Nahar was one of the founders of the National Center for Research and Development (NCERD) in 1990. He is still currently working in the center and functions as one of the key figures in monitoring the implementation of the General Plan for Educational Development.

OKLAHOMA STATE UNIVERSITY
INSTITUTIONAL REVIEW BOARD
HUMAN SUBJECTS REVIEW

Date: 01-22-96

IRB#: ED-96-063

Proposal Title: THE NATIONAL STRATEGIC EDUCATIONAL PLANNING PROCESS IN JORDAN: A DESCRIPTIVE AND EVALUATIVE STUDY

Principal Investigator(s): Deke Johnson, Nabil Sadoun

Reviewed and Processed as: Exempt

Approval Status Recommended by Reviewer(s): Approved

ALL APPROVALS MAY BE SUBJECT TO REVIEW BY FULL INSTITUTIONAL REVIEW BOARD AT NEXT MEETING.
APPROVAL STATUS PERIOD VALID FOR ONE CALENDAR YEAR AFTER WHICH A CONTINUATION OR RENEWAL REQUEST IS REQUIRED TO BE SUBMITTED FOR BOARD APPROVAL.
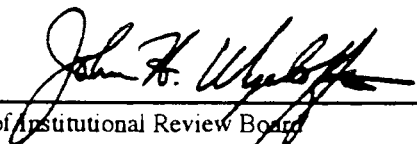ANY MODIFICATIONS TO APPROVED PROJECT MUST ALSO BE SUBMITTED FOR APPROVAL.

Comments, Modifications/Conditions for Approval or Reasons for Deferral or Disapproval are as follows:

COMMENTS:

Please submit a copy of the script or letter that will be used to solicit the participation of the subjects. Basically, we need indication that the subjects will understand the nature of the participation (e.g., they will be cited in the thesis, how long their participation will last, etc.) Thank you.

Signature: _____

Chair of Institutional Review Board

Date: January 25, 1996

OKLAHOMA STATE UNIVERSITY
COLLEGE OF EDUCATION
CONSENT FORM

"I , _ _____ , hereby authorize Mr. Nabil Sadoun, of the College of Education at Oklahoma State University, to cite my statements I gave to him during the personal interview which he conducted with me for his Doctoral Thesis ."

This is done as part of the study entitled " Strategic Planning in Education and the Jordanian Educational Development Plan, A comparative study .

The purpose of the study is to conduct a comparison between the procedures of formal strategic planning and the procdures followed in the formation of the Educational Development plan , which was performed in Jordan in the period between 1985 - 1987 .

I understand that my participation is voluntary, that there is no penalty for refusal to participate, and that I'm free to withdraw my consent and participation at any time.

I may contact Dr. Deke Johnson at telephone number (405) 744-7244 . I may also contact Jennifer Moore, IRB Executive Secretary, 305 Whitehurst, Oklahoma State University, Stillwater, Ok 74078 , Telephone: (405) 744-5700 .

I have read and fully understand this consent form . I sign it freely and voluntarily .

Date : _____   Time: _____ (a.m./p.m.)

Singned: _____

7

VITA

Nabil Mohamad Rida Sadoun

Candidate for the Degree of

Doctor of Education

Thesis: A DISCREPANCY ANALYSIS OF A STRATEGIC PLANNING MODEL
AND THE 1988 GENERAL PLAN FOR EDUCATIONAL
DEVELOPMENT OF JORDAN

Major Field: Educational Administration

Biographical:

Education: Graduated from Al-Mugheerah Ibn Shu'ba High School, Zerka,
Jordan in June 1976; received Bachelor of Arts Degree in Islamic Studies
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Administration from the University of Montevallo, Montevallo, Alabama in
December, 1987; received a certificate in Strategic Management from the
American Management Association, New York in June 1994. Completed the
requirements for the Doctor of Education Degree with a major in Education
Administration at Oklahoma State University, Stillwater, Oklahoma in
December, 1996.

Experience: Taught at Zerka High School, Zerka, Jordan in 1983; co-founded
and managed Peace Academy, a private middle school in Tulsa, Oklahoma,
1990 to 1992 Taught at Peace Academy, 1994 to present. Employed as
Director of Adult Education Programs at the Islamic Society of Tulsa, 1992 to
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Professional Memberships: The Islamic Society of North America (ISNA),
American Society for Training And Development (ASTD), The Strategic
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