



National Survey of Public Servants in Jordan

REPORT FOR THE SERVICE AND PUBLIC ADMINISTRATION COMMISSION,
HASHEMITE KINGDOM OF JORDAN

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Executive Summary

This report presents the results of the first *National Survey of Public Servants* in Jordan. It was commissioned by the Service and Public Administration Commission (SPAC) as a core input to the *Public Sector Modernisation Roadmap*. The survey adapts the Global Survey of Public Servants (GSPS) instrument for Jordan and draws on insights from public servants' surveys conducted by SIGMA (Support for Improvement in Governance and Management)¹ and more than 30 surveys of public servants conducted worldwide by the team of GSPS researchers, allowing for international comparability while ensuring an optimal fit with the local context.

Jordan is the first country in the Arab world to conduct a national survey of public servants covering the entire public administration and comparable with similar international public servants' surveys. The survey was implemented online in Arabic, complies with data protection policies and principles of research ethics of OECD and the University of Nottingham.

Between 22 June and 5 August 2025, 40,246 public servants responded from 98 central government institutions (central headquarters and branch offices), targeting a population of 202,000 public servants. The overall response rate was 20% (44% when excluding the health and education sectors, where participation in public hospitals and schools was limited). Responses were sufficiently representative not to require weighting. As in other civil service surveys, the findings reflect the perceptions and self-reported experiences of public servants. These perceptions provide crucial insights into how management and workplace conditions are experienced in practice, complementing assessments of formal procedures and compliance with them.

Three headline messages emerge. First, public servants report generally positive job attitudes: 77% are satisfied with their jobs; 72% say they are willing to go beyond what is expected; 69% report being engaged, 69% feel committed to their organisation, and 70% indicate an intention to remain in government in the near term. These are important strengths for Jordan's public administration reform programme that depends on motivated and committed public servants.

Second, there are evident pressures on well-being, respectful conduct, and integrity in the workplace. Only 38% report low stress and a positive work-life balance. While 75% report experiencing respectful and professional conduct, one in four respondents (25%) indicate that they have experienced harassment or bullying at work. Only 53% demonstrate positive attitudes and norms when confronted with ethically challenging situations.

Third, public servants' experience with management practices is uneven. Recruitment and induction practices are comparatively strong, with index values of 71 and 77 (on a scale from 0 to 100). Performance appraisal is widely applied (index 67), though mid-term reviews and feedback on evaluations occur in fewer than two thirds of cases, and the perceived link of performance appraisal results to career outcomes remains moderate. Experiences with leadership (70), teamwork (70), communication (65), employee participation (61), and training (68) reveal solid foundations that SPAC can build upon in the next stage of the *Jordan Public Sector Modernisation Roadmap*. Fourth, results are however weaker for the perceived quality of the office environment (48), the performance of HR units (53), and, most notably, job stability (39) and integrity management (34).

¹ SIGMA (Support for Improvement in Governance and Management) is a joint initiative of the OECD and the EU, principally financed by the EU.

While these findings provide a clear mandate for action, public servants' expectations that their departments will follow up on the survey are relatively low (index 48). This underlines Government's responsibility to take visible actions in response to the results of the first National Survey of Public Servants in Jordan.

Ethics and integrity merit particular attention. On the positive side, 80% say they would report ethical problems to upper management, and most reject gift-taking in hypothetical scenarios presented during the survey. Yet norms around helping relatives are ambiguous, and awareness of the integrity infrastructure is under-developed: only a third report have read the Code of Conduct in full; just over a third recall supervisors discussing it; and only 13% attended ethics training in the past three years. The combination of strong individual intent to report misconduct but low awareness of key components of the ethics and integrity framework suggests potentially high returns from structured investment in integrity management and ethical leadership development across the public administration.

The report further reveals a large variation in job attitudes and management practices across departments, creating opportunities for targeted intervention by SPAC. For example, departmental index scores range from 50 to 94 for job satisfaction; 47 to 91 for leadership; and 22 to 93 for the performance of HR units. The results highlight the potential for top-performing departments (anonymised in this version of the report) to support peer learning and the exchange of effective practices, such as in induction, feedback, and internal communication.

The report also presents disaggregated analyses by gender, age, tenure, managerial status, and workplace location to inform targeted actions by SPAC. Compared with departmental variation, differences across demographic groups are relatively small. Job satisfaction levels are broadly similar for men and women. Satisfaction is higher among public servants over 40 (84) than among younger colleagues (78), and among managers (83) compared with non-managers (77). Staff in branch offices (79) report slightly higher satisfaction than those in central headquarters (75), and public servants outside Amman (79) report somewhat higher satisfaction than their counterparts in the capital (75).

The report closes with priorities for action that align with the *Public Sector Modernisation Roadmap* and the *Principles of Public Administration* developed by OECD/SIGMA to strengthen professionalism, accountability, and transparency in Jordan's public service.

The first recommendation is for the Government of Jordan to take the National Survey as the starting point of a cycle of continuous improvement in people management, aimed at strengthening organisational performance and enhancing citizens' trust in government. This includes communicating results to all departments, supporting them in developing follow-up action plans, and ensuring visible improvements in areas such as leadership, communication, and employee participation. The Government should also consider establishing a dedicated *Survey Support Unit* inside SPAC to coordinate this process, promote peer learning across departments, for example, by creating a *Community of Practice for HR Directors*, and prepare for the next survey cycle in 2026–2027 to sustain accountability and track progress over time.

Further priorities centre on strengthening leadership and delegation, with greater emphasis on employee involvement in decision-making and problem-solving. The Government of Jordan, through SPAC, should also ensure that all managers complete and follow up on performance appraisals, and that departments improve internal communication and conflict management. Actions should further aim to enhance employee well-being and strengthen the framework for ethics and integrity management, including dedicated ethical leadership training to promote public service values and professional conduct. Finally, strengthening the capacity of HR units to support these reforms will be essential for translating the findings of the survey into tangible improvements across Jordan's public administration.

A black and white photograph of a person's hand holding a white pen, pointing at a document. The document contains several charts, including pie charts and bar graphs, along with some text. The person is wearing a dark suit sleeve. A teal banner is overlaid on the image, containing the text 'Part III: Recommendations'.

Part III: Recommendations

Recommendations

The results of the National Survey of Public Servants in Jordan highlight several strengths, alongside areas for improvement that can be addressed by the Government of Jordan through action by the Service and Public Administration Commission (SPAC) and individual departments. The recommendations align with the objectives of Jordan's *Public Sector Modernisation Roadmap* and the *SIGMA Principles of Public Administration*, focusing on strengthening professionalism, accountability, transparency, and merit-based management practices across the public service.

Areas of Strength

#1 Commitment and motivation: Public servants report high levels of job satisfaction, work motivation, organisational commitment, and intention to remain in the government administration. These findings confirm a strong sense of public service commitment and professional pride across the administration.

#2 Merit-based recruitment and induction: Recruitment is embedded in a framework that emphasises merit-based procedures, with most public servants entering through public announcements and competitive procedures. Induction is well managed, with most new staff welcomed by their managers on their first day.

#3 Teamwork and co-operation: Most public servants experience collegial relationships and mutual support in their units. This provides an important foundation for collaboration, peer learning, knowledge sharing, and team-based performance in public administration.

#4 Leadership and supervision: Public servants generally rate their direct superiors positively, especially in explaining work tasks, listening to staff, and providing feedback to subordinates. These are important strengths for further leadership development.

General Recommendations

The focus of the recommendations will be on human resource management (HRM) practices, as these can be directly influenced through reforms and targeted actions. As shown in Appendix D, HRM practices are strongly associated with key job attitudes such as job satisfaction, work motivation, engagement, and the intention to remain in public administration. Strengthening these practices can therefore be expected to enhance employee attitudes, institutional performance, and ultimately citizens' trust in government, in line with the objectives of the *Public Sector Modernisation Roadmap*.

#1 Contributing to the Development of a Strategic HR Reform Programme under the Next Phase of the Public Sector Modernisation Roadmap

SPAC should bring the results of the *National Survey of Public Servants* to the attention of the committee responsible for drafting the *Human Resources Management Pillar* of the 2026–2029 *Public Sector Modernisation Roadmap*. By communicating the findings and proposing priorities based on evidence collected from more than 40,000 public servants, SPAC can help ensure that the next phase of the reform process is grounded in the experiences and perspectives of public servants themselves. This will strengthen evidence-based policymaking and help anchor HR reform within the broader modernisation agenda of the Government of Jordan. The next recommendation and subsequent sections outline how survey results can be operationalised through departmental action and follow-up.

#2 Institutionalising Continuous Improvement

The survey demonstrates a strong foundation for the reform and modernisation of Jordan's public administration, while also revealing substantial variation across departments. SPAC should treat the survey as the first step in a cycle of continuous improvement in people management and organisational performance. This should include:

- **Communicating survey results to each department**, including the presentation of dedicated departmental reports;
- **Supporting departments in developing *Action Plans*** that identify three to five priorities for improvement;
- **Providing assistance and training to help departments** design and implement concrete actions to address issues such as leadership, communication, employee participation, ethics, respectful conduct, and well-being;
- **Repeating the survey periodically** by conducting a pulse survey in selected institutions on key indicators in 2026, followed by a full National Survey in 2027, establishing a two-year cycle to track progress and strengthen accountability of SPAC and departmental leadership.

SPAC should consider establishing a dedicated *Survey Support Unit* inside SPAC to coordinate the follow-up process, provide technical guidance, and facilitate peer learning between higher- and lower-performing departments. The unit could also prepare for the in-house design and implementation of future National Surveys to ensure long-term sustainability of the initiative.

The Departmental Readiness Index shows that public servants' expectations for departmental follow-up are relatively low. To address this, SPAC should actively support departments, promote visible actions, and communicate next steps so that public servants can clearly see how their feedback leads to improvement. Demonstrating responsiveness to survey results will help build trust, engagement, and strengthen public servants' participation in future survey cycles.

The National Survey of Public Servants provides novel evidence for the Government of Jordan, based on responses from public servants themselves. While many questions capture perceptions and self-reported experiences, the survey offers an employee-centred perspective on how management practices are implemented and experienced in daily work. To complement these insights, the Government of Jordan could further consider conducting an assessment of institutional foundations and administrative practices against the *Principles of Public Administration*, developed by OECD/SIGMA (available in Arabic)², to identify additional areas for reform.

Dedicated Actions

#1 Leadership and delegation: Leadership practices should be further strengthened, with greater emphasis on empowering and involving staff, delegating responsibilities to enhance the autonomy of public servants, and supporting staff well-being. The Departments of the Government of Jordan, with the support of SPAC and the Institute of Public Administration, should consider strengthening leadership capacity in areas such as coaching, effective communication, employee participation, conflict management, and psychological safety.

#2 Performance appraisal and feedback: Although performance evaluations are routinely conducted, many public servants do not receive mid-year or feedback conversations, and appraisals have limited consequences for training or career

² OECD (2023) *Principles of Administration (in Arabic)*. OECD Publishing, Paris, <https://doi.org/10.1787/f8c80f9b-ar>.

advancement. The Departments of the Government of Jordan, with the support of SPAC and the Institute of Public Administration, should ensure that all managers complete the full appraisal cycle, link appraisals to training and development opportunities, and monitor the quality of implementation and compliance with relevant regulations.

#3 Internal communication and conflict management: Communication within departments remains uneven, with evident weaknesses in meeting management and conflict resolution. The Departments of the Government of Jordan, with the support of SPAC and the Institute of Public Administration (IPA), should consider introducing guidelines and short courses on effective meetings, providing constructive feedback, and mediation to manage conflict within teams and strengthen trust at the workplace.

#4 Employee well-being and work–life balance: Stress levels are perceived as high, while well-being support remains limited. The Departments of the Government of Jordan, with the support of SPAC, should consider developing a well-being framework, including guidance on regular well-being check-ins, access to psychological and mental health support, and further support for flexible work arrangements where feasible.

#5 Ethics and integrity management: Integrity management remains underdeveloped, even though public servants express a strong willingness to report ethical concerns. The Government of Jordan could consider relaunching the Civil Service Code of Conduct, and the development of easily accessible online materials for all public servants. SPAC and the Jordan Integrity and Anti-Corruption Commission (JIACC) could work with the Departments of the Government of Jordan to provide briefing materials for managers, induction and onboarding processes.

To further strengthen an ethical culture, the Government of Jordan, in collaboration with SPAC, IPA and the JIACC, could consider expanding integrity and ethical leadership training that provides opportunities to discuss real-life ethical dilemmas and promote role modelling by public service leaders. Over time, these actions can help build a shared understanding of public service values, integrity, and professional conduct across public administration.

#6 Career progression and mobility: Promotion opportunities are perceived to be limited, and many employees believe better career options exist outside the public sector. The Government of Jordan, with support from SPAC and Government Departments, could consider reviewing internal mobility and promotion pathways and make selection criteria more transparent and merit-based.

#7 Training and professional development: Training is positively rated but perceived as insufficiently frequent. The Departments of the Government of Jordan, in collaboration with SPAC and IPA, could ensure that all public servants have access to at least one professional development activity per year and that training is systematically linked to performance appraisal discussions and career development.

#8 HR unit performance: The perceived effectiveness of HR departments varies widely. The Government of Jordan could strengthen HR units' roles by clarifying responsibilities, building capacity for HR analysis and staff support, and introducing a *Community of Practice* for HR managers across government led by SPAC that would allow for regular meetings, exchange and peer learning.

#9 Office environment and technology: Many employees report that unreliable technology affects their work quality. The Government of Jordan, in collaboration with the Ministry of Digital Economy and Entrepreneurship (MoDEE), could consider supporting Departments to review equipment needs and ensure access to reliable IT support to improve working conditions.



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