

Independent Reporting Mechanism

Action Plan Review:
Jordan 2021-2025

Open
Government
Partnership



Independent
Reporting
Mechanism

Introduction

Starting in January 2021 the IRM began rolling out the new products that resulted from the IRM Refresh process.¹ The new approach builds on the lessons after more than 350 independent, evidence-based, and robust assessments conducted by the IRM and the inputs from the OGP community. The IRM seeks to put forth simple, timely, fit for purpose and results-oriented products that contribute to learning and accountability in key moments of the OGP action plan cycle.

The new IRM products are:

1. **Co-creation brief** - brings in lessons from previous action plans, serves a learning purpose, and informs co-creation planning and design. This product is scheduled to roll out in late 2021, beginning with countries co-creating 2022-2024 action plans.
2. **Action Plan Review** - an independent, quick, technical review of the characteristics of the action plan and the strengths and challenges the IRM identifies to inform a stronger implementation process. This product is scheduled to roll out in early 2021 beginning with 2020-2022 action plans. Action Plan Reviews are delivered 3-4 months after the action plan is submitted.
3. **Results report** - an overall implementation assessment that focuses on policy-level results and how changes happen. It also checks compliance with OGP rules and informs accountability and longer-term learning. This product is scheduled to roll out in a transition phase in early 2022, beginning with 2019-2021 Action Plans ending implementation on August 31, 2021. Results Reports are delivered up to four months after the end of the implementation cycle.

This product consists of an IRM review of Jordan's 2021-2025 action plan. The action plan is made up of six commitments. This review emphasizes its analysis on the strength of the action plan to contribute to implementation and results. For the commitment-by-commitment data see Annex 1. For details regarding the methodology and indicators used by the IRM for this Action Plan Review, see section III. Methodology and IRM Indicators

¹ For more details regarding the IRM Refresh visit
<https://www.opengovpartnership.org/process/accountability/about-the-irm/irm-refresh/>

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Section I: Overview of the 2021-2025 Action Plan

Jordan undertook a participatory development process for its fifth action plan. The action plan introduces the emerging policy areas of gender, youth, and economic development to Jordan's OGP process. To maximize the action plan's four-year timeframe, implementers will need to concretize milestones that pursue ambitious reforms.

Jordan joined the OGP in 2011. This report assesses the design of Jordan's fifth action plan. The action plan consists of six commitments, with half carried forward from past action plans. Based on the previous action plan, one commitment aims to implement the civil society governance guide published, with a new focus on terrorist financing; another develops on a government public feedback portal initiative to introduce a new portal for public comments on draft laws and regulations. A commitment also builds on the second action plan, with a wider effort to introduce integrity measures for government, civil society, and the private sector. The action plan's other commitments center on the emerging areas of youth policy, gender mainstreaming, and public participation in government capital investment projects.

The co-creation process was participatory and introduced innovative new practices. For the first time, the Ministry of Planning and International Cooperation formed an OGP working group, which facilitated technical development of the action plan. This body was made up of an equal number of government and civil society stakeholders. The Multi-Stakeholder Forum included CSOs from across Jordan, representatives of the business sector, and national institutions that promote the rights of women and youth, as well as the Anti-Corruption Commission. Rather than identifying priorities and then soliciting related proposals like the previous action plan, this co-creation process offered an open call that elicited 40 CSOs to submit commitment proposals. Additionally, much of the process took place online, given COVID-19 restrictions, and was actively promoted over social media, widening participation opportunities for CSO stakeholders with difficulty traveling to Amman.¹ During 2021, the Ministry of Planning and International Cooperation made a concerted effort to build the institutional capacity of the Open Government Unit.² In 2022, detailed executive plans specified targets and performance indicators for the commitments.

AT A GLANCE

Participating since: 2011
Action plan under review: 2021-2025

IRM product: Action Plan Review
Number of commitments: 6

Overview of commitments:

- Commitments with an open gov lens: 6 (100%)
- Commitments with substantial potential for results: 1 (17%)
- Promising commitments: 2

Policy areas carried over from previous action plans:

- Civic Participation
- E-Participation
- Integrity Standards

Emerging policy areas:

- Gender Mainstreaming
- Youth Policy
- Participation in Government Capital Investment Projects

Compliance with OGP minimum requirements for Co-creation:

- Acted contrary to OGP process: No

The action plan includes promising initiatives on gender equality in the public sector, and community participation in government capital investment projects. Commitment 3 plans for participatory development and implementation of gender mainstreaming policies for a group of ministries and governmental directorates. This addresses a critical need to improve gender equality in Jordan's public sector. Commitment 6 plans for one of the first initiatives in the region to include local communities in social impact assessments of government capital investment projects during their planning phase, and for participatory evaluations of the projects during implementation and after completion.

The action plan's other commitments address civic space, e-participation, and youth policy. Commitment 2 plans for a portal to provide for citizen commenting on draft laws and bylaws, as well as policies and strategies, in accordance with the 2021 E-Participation Policy.³ Commitment 4 offers an opportunity for marginal improvement to the 2019 National Youth Strategy, which is one of the leading youth policies in the MENA region according to the OECD.⁴ An initiative under Commitment 1 plans for participatory development of anti-money-laundering and counter-terrorism policies and procedures for civil society. A Commitment 5 initiative plans to enhance regulatory bodies' oversight of private sector and civil society corruption and good governance. Some civil society stakeholders are concerned that the broad language of these milestones could inadvertently lend to restrictions on CSO registration, access to financial resources, or operations.⁵ Strengthening protection of civil society's operational environment is essential for Jordan to meet the OGP values check assessment on civic space.⁶

Overall, the four-year timeframe of the action plan offers the opportunity to pursue ambitious and transformative reforms, maximizing the longer timeframe to move beyond incremental or bureaucratic changes to government practice. The IRM and Open Government Unit will hold an implementation check-in halfway through implementation to take note of progress and next steps. At that point, stakeholders can reconvene to assess the progress and obstacles thus far and update the implementation plan for the remainder of the period. Finland can offer a model for the process of conducting a mid-term self-assessment and updating the action plan based on the first two years of implementation.⁷ Given that a four-year timeframe requires some flexibility, the IRM will recognize outcomes implemented that exceed the expected results of the commitments formulated by this action plan.

¹ Mai Eleimat (Edmaaj), interview by the IRM, 22 February 2022.

² Emma Cantera (OECD), interview by the IRM, 4 March 2022.

³ Cabinet Decision 3119, "السياسة الأردنية للمشاركة الإلكترونية ٢٠٢١" [Jordanian 2021 E-Participation Policy], (3 August 2021), https://modee.gov.jo/ebv4.0/root_storage/ar/eb_list_page/jordanian-e-participation-policy.pdf.

⁴ Emma Cantera (OECD), interview by the IRM, 4 March 2022.

⁵ Haneen Bitar (International Centre for Not-for-Profit Law), interview by the IRM, 1 February 2022; Abeer Mdanat (Transparency International Jordan), interview by the IRM, 9 March 2022.

⁶ OGP carries out a values check assessment every year to assess whether member governments exhibit a demonstrated commitment to open government by meeting a key performance criterion regarding the government's adherence to the democratic governance norms and values set in the Open Government Declaration. Open Government Partnership, "Eligibility Criteria & OGP Values Check Assessment," (7 June 2021), <https://www.opengovpartnership.org/process/joining-ogp/eligibility-criteria/>.

⁷ Avoin Hallinto, "Action Plans," <https://opengov.fi/action-plans/>.

Section II: Promising Commitments in Jordan's 2021-2025 Action Plan

The following review looks at the two commitments that the IRM identified as having the potential to realize the most promising results. This review will inform the IRM's research approach to assess implementation in the Results Report. The IRM Results Report will build on the early identification of potential results from this review to contrast with the outcomes at the end of the implementation period of the action plan. This review also provides an analysis of challenges, opportunities, and recommendations to contribute to the learning and implementation process of this action plan.

The IRM selected Commitments 3 and 6 based on the ambition of their initiatives on gender equality in the public sector, and community participation in government capital investment projects. Commitment 3 plans for participatory development and implementation of gender mainstreaming policies for a group of ministries and governmental directorates. This addresses a critical need to improve gender equality in Jordan's public sector. Commitment 6 plans to include local communities in social impact assessments of government capital investment projects during their planning phase, and for participatory evaluations of the projects during implementation and after completion. For the other action plan commitments, implementation workshops offer an opportunity to raise the ambition for open government results.

Commitment 2 plans for a portal to provide for citizen commenting on draft laws and bylaws, as well as policies and strategies, in accordance with the 2021 E-Participation Policy.¹ This commitment is funded by the World Bank and could help systematize consultation practices, as prior to the action plan, ministries individually ran consultations on social media or in-person,² and the Legal and Opinion Bureau website hosted public consultations on draft laws and bylaws.³ The Open Government Unit also reports plans to incorporate commenting on government projects and public services.⁴ Civil society organizations noted their concern that this platform will join the many other existing government platforms, like the Bekhedmetkom portal, that have had limited impact due to low citizen use and a lack of clarity around how citizen input will effect government decision making.⁵ Therefore, the potential impact of this commitment hinges on connecting with users (potentially by linking the platform to social media) and ensuring that citizens' comments are taken into account. In particular, implementers can conduct a thorough assessment of obstacles to user uptake of comparable portals and incorporate lessons learned.

Commitment 4 offers an opportunity for marginal improvement to the 2019 National Youth Strategy, which is one of the leading youth policies in the MENA region according to the OECD.⁶ Previous efforts to develop related strategies faced obstacles including frequent changes in the staffing and priorities of government implementers; lack of evidence of the impact of consultations with youth; and administrative capacity challenges at the Ministry of Youth.⁷ To effectively implement this commitment, it would be valuable to offer opportunities for youth and civil society leadership in the commitment working group, extend consultations beyond established youth centers, build capacity of Ministry of Youth employees, establish a monitoring and evaluation unit (for instance, the third milestone of the commitment includes the

conducting of an annual evaluation of the Virtual Youth Center participatory platform), and ensure full participation of all relevant ministries and royal foundations.

The Open Government Unit can facilitate Commitments 1 and 5's positive impact on civic space by ensuring strong civil society leadership throughout implementation. An initiative under Commitment 1 plans for participatory development of anti-money-laundering and counter-terrorism policies and procedures for civil society, in the context of Jordan's placement on the Financial Action Task Force (FATF) grey list.⁸ A Commitment 5 initiative plans to enhance regulatory bodies' oversight of private sector and civil society corruption and good governance. Some civil society stakeholders are concerned that the broad language of these milestones could inadvertently lend to restrictions on CSO registration, access to financial resources, or operations.⁹ These commitments will be assessed by the extent to which they contribute to easing entry and exit by CSOs into public life. During implementation workshops, the Open Government Unit should empower CSOs to set the agenda in clarifying the dimensions of these initiatives, and to play a decision-making role in related policy measures and capacity-building efforts. Particularly for Commitment 1, ensuring that regulations closely adhere to the recommendations of the recent civil society sector risk-assessment can limit restrictions across the sector, while helping Jordan move off the FATF grey list (which in itself, could ease Central Bank regulations on CSOs).¹⁰ It is important that safeguards are applied to ensure that such measures are participatory, endorsed by CSOs, and do not unduly restrict legitimate activities of CSOs.

Table 1. Promising commitments

Promising Commitments
3. Gender Mainstreaming in the Public Sector: This commitment intends to initiate ministry-level adoption of the national Gender Mainstreaming Policy, addressing a critical need to improve gender equality in Jordan's public sector.
6. Participation in Government Capital Investment Projects: This commitment plans to introduce community engagement in planning and oversight of government capital investment projects. It is one of the first in the region to apply the open government process to participatory economic development.

Commitment 3: Gender Mainstreaming in the Public Sector

For a complete description of the commitment, see Commitment 3 in [Jordan's 2021-2025 Action Plan](#).

Context and objectives:

This commitment intends to facilitate adoption of the national Gender Mainstreaming Policy¹¹ across government, in the context of the National Strategy for Women 2020-2025. Consistent with the OGP value of civic participation, the commitment plans for participatory development and implementation of gender mainstreaming policies for 6-8 ministries and governmental institutions: The Ministry of Industry, Trade, and Supply, the Ministry of Digital Economy and Entrepreneurship, the Ministry of Youth and Culture, the Ministry of Environment, the Jordan Armed Forces, the Greater Amman Municipality, the General Budget Department, and the Higher Council for the Rights of Persons with Disability.¹² To support implementation of these policies, the commitment plans for awareness-raising initiatives, a Gender Mainstreaming Policy Compliance System, and annual reports on compliance.

Potential for results: Substantial

This commitment addresses a critical need to improve gender equality in Jordan's public sector. In government, only 5 of 47 ministers are female (11%). Under the three previous administrations, women made up between 5% and 21% of ministers.¹³ In 2021, Jordan was ranked 131 out of 156 countries by the Gender Gap Index, with one of the widest labor force participation rate gaps in the world (15.6% women in the labor force).¹⁴ By 2020, 11 ministries had completed gender audits (Ministry of Planning and International Cooperation, Income and Sales Tax Department, Ministry of Digital Economy and Entrepreneurship, Ministry of Health, Ministry of Labor, Ministry of Agriculture, Ministry of Social Development, Social Security Corporation, Legislation and Opinion Bureau, Ministry of Education, Ministry of Political and Parliamentary Affairs).¹⁵ Five of the audits conducted between 2015 and 2017 showed that women held more than one-third of leadership positions in only one ministry, while in the other four ministries, women's leadership representation ranged from 7 to 13 percent. In all five ministries, men received more promotions, benefits, travel, and career advancement opportunities, with gender bias reinforced by informal workplace culture.¹⁶

For ministries that have not yet undergone a gender audit, implementation of the commitment will begin by conducting a gender audit. Based on gender audits, each participating ministry will work with the Jordanian National Commission for Women to develop a ministry-level gender mainstreaming policy. CSOs will be engaged in a taskforce overseeing implementation of the commitment, and in workshops for consultation or public commenting on the policies.¹⁷ The milestones also include raising awareness of the policy through training, development of a gender mainstreaming policy compliance system, and the publication of annual reports regarding the level of compliance. At each participating ministry, a technical team will be assigned responsibility for implementation, and will receive training to check compliance, review annual plans, and prepare annual performance and follow-up reports.¹⁸

Although the commitment does not provide specific details on the policies or the compliance system, ministry-level gender mainstreaming policies will apply the four priorities of the national gender mainstreaming policy, according to the Ministerial Committee on Women's Rights. Firstly, they will improve institutional capacities to conduct gender-mainstreaming through gender audits and systematization of production and analysis of gender disaggregated data. Secondly, they will incorporate women and gender experts into the process of designing, implementing, and monitoring ministries' policies, programs, and planning processes. Thirdly, they will increase representation of women in decision-making positions. Fourthly, they will increase national funding for gender-oriented initiatives and gender-mainstreaming, as well as strengthening government capacities on gender responsive budgeting.¹⁹

The Arab Women Organization highlights the importance of opening decision-making positions to women, citing the example of the Health Ministry, in which most workers are female, but women are largely absent from higher level positions. The organization hopes that the inclusion of this commitment in the action plan will be leveraged by CSOs to address gender inequities, empowering CSOs to hold officials accountable to gender mainstreaming policies.²⁰ The Jordanian National Commission for Women adds that the commitment will increase the number of ministries with units for gender mainstreaming, and address a widespread need to build staff capacity on gender mainstreaming, particularly given employee turnover.²¹ However, the

commitment's lack of specificity on areas for gender mainstreaming, the number of government bodies targeted, or on the compliance system detracts from the measurability of this reform.

Opportunities, challenges, and recommendations during implementation

This commitment offers an important opportunity for ministry-level adoption of gender equality measures internally and in government services, although institutional culture may pose a challenge to implementation. To facilitate impact, implementation workshops can develop concrete implementation plans that specify scope, for example the intended percentage of women in decision-making positions, or career-development policies to support the promotion of women. This process can draw on the example of Morocco's current commitment on gender mainstreaming,²² and peer learning from stakeholders in Argentina, Canada, or the United States engaged in similar approaches to developing gender policy. =This initiative can make use of the OGP Toolkit for Gender Responsive Action Plans.²³ The IRM recommends the following steps relevant to the inclusive co-creation of gender policies and legislation:

- **Establish communication channels, such as a dedicated webpage, focal person, etc.** to communicate the objectives, drafting process, timeline, and relevant background resources to CSOs in advance of consultations.
- **Ensure government officials have the capacity and incentives to integrate gender equality priorities**, for example through the establishment of clear minimum standards for gender mainstreaming in regional development plans. Support implementation with high level outreach and practical videos, infographics, and brochures designed for informational purposes rather than pure awareness raising.
- **Engage civil society during critical junctures**, in particular women's rights organizations, investing in building trust between the government and civil society actors involved. Commitment leads can engage CSOs to solicit input on the audits, ensure the opportunity to review and comment on drafts before finalization, and participate in development of the compliance matrix.
- **Link gender mainstreaming technical teams** to the minister's office so that each team will have sufficient decision-making power to implement gender mainstreaming policies. Support these teams' progress through regular cross-team meetings sharing lessons learned, as well as through engagement of international partners like NDI, UN Women, or UNDP.
- **Ensure timely gender audits** in all participating ministries. This can include new audits for ministries that have previously undertaken gender audits.
- **Establish a sub-committee for legislative and institutional reforms**, which would identify concrete measures to increase representation of women in governing structures and create incentives for organizations and companies to introduce gender mainstreaming measures.
- **Institutionalize gender mainstreaming policies across all government institutions** by leveraging the experiences of the government institutions participating in this commitment. Fostering wider institutionalization of these policies is the biggest potential legacy of this commitment.

Commitment 6: Participation in Government Capital Investment Projects

For a complete description of the commitment, see Commitment 6 in [Jordan's 2021-2025 Action Plan](#).

Context and objectives:

This commitment intends to engage local community participation in government capital investment projects, consistent with the OGP value of civic participation. These are large-scale government projects run by the Ministry of Planning and International Cooperation. The commitment plans for development and implementation of methodologies for participatory social impact assessments during planning of projects, and for participatory evaluations of projects during implementation and after completion. This initiative builds on Government Investment Project National Register Law No. 27 (2021), which stipulates local community participation in government investment projects.²⁴ This commitment is funded by the World Bank, at the request of the Prime Minister's office.

Potential for Results: Modest

This commitment is one of the first in the region to apply the open government process to participatory economic development. Prior to this commitment, the Ministry of Planning and International Cooperation Public Investment Management Unit notes that there has only been a modest level of opportunity for community engagement on government capital investment projects.²⁵ According to Hayat-Rased, opportunities for participation in local government have included some participatory budgeting, but these practices were not institutionalized. In recent years, there have been larger gaps in opportunities for participation when local councils were dissolved for elections. Likewise, larger cities reportedly offered fewer opportunities than smaller cities and more remote areas.²⁶

Through this commitment, participation will be introduced to government capital investment projects. Preliminarily, the Open Government Unit and Public Investment Management Unit suggest that projects could include those funded by private-public partnerships,²⁷ and could address sectors like infrastructure (roads, water, education, health).²⁸ The Open Government Unit reports that the commitment will target at least four pilot projects.²⁹ However, the commitment does not yet specify the regional allocation of projects, or the particular project areas,³⁰ which detracts from the measurability of this reform.

The Open Government Unit anticipates that social impact assessments and participatory evaluations of projects will adjust projects' courses to reflect the needs of local residents. It plans to include accountability mechanisms in the methodologies for each of these participation opportunities.³¹ The commitment does not identify specific participation and accountability mechanisms. It also does not identify the specific problem that these mechanisms are intended to solve (such as a specific accountability gap or lack of relevant information for monitoring and influencing the design and implementation of capital investment projects). According to the World Bank, effective community engagement in these types of projects has been shown to improve delivery of services valued by local communities, manage costs, maintain realistic community expectations, and reduce project delays. Overall, community engagement can strengthen projects' sustainability, resilience, affordability, and responsiveness to users.³² Following implementation of the pilot projects, this methodology may be applied across large-scale government capital investment projects.³³

Opportunities, challenges, and recommendations during implementation

Incoming elected local governments offer opportunities to institutionalize participation practices introduced by this commitment. To facilitate impact, implementation workshops can develop concrete implementation plans that specify scope, for example on the number and size of projects targeted. This process can draw on the example of Panama's commitments on open governance of infrastructure projects.³⁴ The following recommendations can contribute to this commitment's impact on participation in government capital investment projects:

- **Clarify commitment scope** in consultation with civil society, identifying an ambitious number of high-impact projects across Jordan to be targeted.
- **Initiate community engagement early** to maximize the potential benefits of engagement. Invite community contribution to project design, including project identification, focusing on engaging representative groups in the early phases.
- **Ensure broad inclusion** of diverse community stakeholders, including vulnerable groups such as the elderly, female-headed households, youth, and people with disabilities.
- **Open access to timely information** on projects and participation opportunities to reduce chances for corruption and build community engagement. Regularly publish information on project costs, progress, community feedback, and responses to feedback. An issue tracking table can document community ideas, concerns, and questions about the project.
- **Enshrine mechanisms in policies** that specify the role of citizen and civic associations in the process of shaping the impact of capital investments. Fostering institutionalization of participatory mechanisms is the biggest potential legacy of this commitment.

¹ Cabinet Decision 3119, "٢٠٢١ المشاركة الالكترونية [Jordanian 2021 E-Participation Policy]," (3 August 2021), https://modee.gov.jo/ebv4.0/root_storage/ar/eb_list_page/jordanian-e-participation-policy.pdf

² Amer Bani Amer (Hayat Center – Based), interview by the IRM, 1 February 2022.

³ Nada Khater (Ministry of Digital Economy and Entrepreneurship), interview by the IRM, 14 February 2022.

⁴ The IRM received this information from the Ministry of Planning and International Cooperation Open Government Unit during the pre-publication period (September 15, 2022).

⁵ Haneen Bitar (International Centre for Not-for-Profit Law), interview by the IRM, 1 February 2022; Open Government Partnership, IRM Jordan Transitional Results Report 2018-2021."

⁶ Emma Cantera (OECD), interview by the IRM, 4 March 2022.

⁷ Mai Hosny, Moritz Ader, and Pietro Gagliardi, Empowering Youth and Building Trust in Jordan, (9 October 2021), <https://www.oecd.org/countries/jordan/empowering-youth-and-building-trust-in-jordan-8b14d38f-en.htm>

⁸ The Financial Action Task Force (FATF) is the global standard setter for anti-money-laundering and counter-terrorism financing regulations. As a jurisdiction on the FATF grey list, Jordan is under increased monitoring and is actively working with the FATF to address strategic deficiencies in its regime to counter money laundering, terrorist financing, and proliferation financing. In terms of civic space, Recommendation 8, one of the FATF's 40 detailed recommendations, laid out the broad requirement to regulate the nonprofit sector as a whole in order to prevent abuse of the sector for terrorist purposes. Globally, this recommendation has had the unintended consequence of governments issuing restrictions on civic space that resulted in difficulties in accessing and distributing financial resources, cumbersome registration and licensing laws, and increased state surveillance and regulation. For more, see: Financial Action Task Force, "High Level Synopsis of the Stocktake of the Unintended Consequences of the FATF Standards," (27 October 2021), <https://www.fatf-gafi.org/media/fatf/documents/Unintended-Consequences.pdf>

⁹ Haneen Bitar (International Centre for Not-for-Profit Law), interview by the IRM, 1 February 2022; Abeer Mdanat (Transparency International Jordan), interview by the IRM, 9 March 2022.

¹⁰ Haneen Bitar (International Centre for Not-for-Profit Law), interview by the IRM, 1 February 2022.

¹¹ Jordanian Government, سياسة إدماج النوع الاجتماعي [Gender Mainstreaming Policy], (2021), <https://www.women.jo/ar/node/8021>

¹² The Ministry of Planning and International Cooperation Open Government Unit, "The Detailed Executive Plan for Commitment 3."

¹³ Amer Bani Amer et al., "Report on Dr. Bisher Al-Khasawneh's Government Performance in its First Year," (October 2021), 124, <http://www.hayatcenter.org/uploads/2021/11/20211104114539ar.pdf>

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- ¹⁴ World Economic Forum, "Global Gender Gap Report," (March 2021), https://www3.weforum.org/docs/WEF_GGGR_2021.pdf.
- ¹⁵ USAID-Takamol, "Participatory Gender Audits in Jordan," (January 2020), [https://www.irex.org/sites/default/files/Gender%20Audit%20Manual%20\(EN\).pdf](https://www.irex.org/sites/default/files/Gender%20Audit%20Manual%20(EN).pdf)
- ¹⁶ USAID and IREX, "Gender Audits of Selected Public Organizations in the Public Sector," https://www.irex.org/sites/default/files/Gender%20Audit_Findings%20Report_EN.pdf
- ¹⁷ Mai Eleimat (Edmaaj), interview by the IRM, 22 February 2022.
- ¹⁸ The Ministry of Planning and International Cooperation Open Government Unit, "The Detailed Executive Plan for Commitment 3."
- ¹⁹ Juman Al Daham (Ministerial Committee on Women's Rights), correspondence with the IRM, 9 March 2022.
- ²⁰ Layla Naffa (Arab Women Organization), interview by the IRM, 2 March 2022.
- ²¹ Rawan Ma'aitah (Jordanian National Commission for Women), interview by the IRM, 16 March 2022.
- ²² Open Government Partnership, "Morocco Action Plan 2021-2023," (2021), <https://www.opengovpartnership.org/members/morocco/commitments/MO0035/>
- ²³ Open Government Partnership, "Toolkit for More Gender-Responsive Action Plans," (December 2021), <https://www.opengovpartnership.org/documents/toolkit-for-more-gender-responsive-action-plans/> and <https://www.opengovpartnership.org/wp-content/uploads/2021/12/Gender-toolkit.pdf>
- ²⁴ Emad Al Rashed (Ministry of Planning and International Cooperation Public Investment Management Unit), interview and correspondence with the IRM, 17 and 23 March 2022.
- ²⁵ Emad Al Rashed (Ministry of Planning and International Cooperation Public Investment Management Unit), interview and correspondence with the IRM, 17 and 23 March 2022.
- ²⁶ Amer Bani Amer (Hayat Center – Rased), interview by the IRM, 1 February 2022.
- ²⁷ Mai Eleimat (Edmaaj), interview by the IRM, 22 February 2022.
- ²⁸ Emad Al Rashed (Ministry of Planning and International Cooperation Public Investment Management Unit), interview and correspondence with the IRM, 17 and 23 March 2022.
- ²⁹ Suhair Alkaied (Ministry of Planning and International Cooperation Open Government Unit), interview by the IRM, 3 November 2022.
- ³⁰ Mai Eleimat (Edmaaj), interview by the IRM, 22 February 2022.
- ³¹ Mai Eleimat (Edmaaj), interview by the IRM, 22 February 2022.
- ³² World Bank Group, "A Guide to Community Engagement for Public Private Partnerships," (June 2019), https://consultations.worldbank.org/sites/default/files/materials/consultation-template/global-guide-community-engagement-pppsopenconsultationtemplate/materials/ppp_community_engagement_guide_fin_for_7-19a.pdf
- ³³ Suhair Alkaied (Ministry of Planning and International Cooperation Open Government Unit), interview by the IRM, 3 November 2022.
- ³⁴ Open Government Partnership, "Panama: Strengthen Transparency and Accountability in Public Infrastructure Projects," <https://www.opengovpartnership.org/members/panama/commitments/PA0028/>.

Section III. Methodology and IRM Indicators

The purpose of this review is not an evaluation as former IRM reports. It is intended as an independent quick technical review of the characteristics of the action plan and the strengths and challenges the IRM identifies to inform a stronger implementation process. This approach allows the IRM to highlight the strongest and most promising commitments in the action plan based on an assessment of the commitment per the key IRM indicators, particularly commitments with the highest potential for results, the priority of the commitment for country stakeholders and the priorities in the national open government context.

To determine which reforms or commitments the IRM identifies as promising the IRM follows a filtering and clustering process:

Step 1: determine what is reviewable and what is not based on the verifiability of the commitment as written in the action plan.

Step 2: determine if the commitment has an open government lens. Is it relevant to OGP values?

Step 3: Commitments that are verifiable and have an open government lens are reviewed to identify if certain commitments need to be clustered. Commitments that have a common policy objective or commitments that contribute to the same reform or policy issue should be clustered and the “potential for results” should be reviewed as a whole. The clustering process is conducted by IRM staff, following the steps below:

- a. Determine overarching themes. They may be as stated in the action plan or if the action plan is not already grouped by themes, IRM staff may use as reference the thematic tagging done by OGP.
- b. Review objectives of commitments to identify commitments that address the same policy issue or contribute to the same broader policy or government reform.
- c. Organize commitments by clusters as needed. Commitments may already be organized in the Action Plan under specific policy or government reforms or may be standalone and therefore not clustered.

Step 4: assess the potential for results of the cluster or standalone commitment.

The filtering process is an internal process and data for individual commitments is available in Annex I below. In addition, during the internal review process of this product the IRM verifies the accuracy of findings and collects further input through peer review, the OGP Support Unit feedback as needed, interviews and validation with country stakeholders, and sign-off by the IRM’s International Experts Panel (IEP).

As described in the filtering process above, the IRM relies on **three key indicators** for this review:

I. Verifiability

- “Yes” Specific enough to review. As written in the action plan the objectives stated and actions proposed are sufficiently clear and include objectively verifiable activities to assess implementation.

- “No”: Not specific enough to review. As written in the action plan the objectives stated and proposed actions lack clarity and do not include explicit verifiable activities to assess implementation.

*Commitments that are not verifiable will be considered “not reviewable”, and further assessment will not be carried out.

II. Does it have an open government lens? (Relevant)

This indicator determines if the commitment relates to open government values of transparency, civic participation or public accountability as defined by the Open Government Declaration, the OGP Articles of Governance and by responding to the guiding questions below. Based on a close reading of the commitment text, the IRM first determines whether the commitment has an open government lens:

- **Yes/No:** Does the commitment set out to make a policy area, institutions or decision-making process more transparent, participatory or accountable to the public?

The IRM uses the OGP Values as defined in the Articles of Governance. In addition, the following questions for each OGP value may be used as a reference to identify the specific open government lens in commitment analysis:

- **Transparency:** Will the government disclose more information, improve the legal or institutional frameworks to guarantee the right to information, improve the quality of the information disclosed to the public, or improve the transparency of government decision-making processes or institutions?
- **Civic Participation:** Will government create or improve opportunities, processes or mechanisms for the public to inform or influence decisions? Will the government create, enable, or improve participatory mechanisms for minorities or underrepresented groups? Will the government enable a legal environment to guarantee freedoms of assembly, association and peaceful protest?
- **Public Accountability:** Will the government create or improve opportunities to hold officials answerable for their actions? Will the government enable legal, policy, or institutional frameworks to foster accountability of public officials?

III. Potential for results

Formerly known as the “potential impact” indicator, it was adjusted taking into account the feedback from the IRM Refresh consultation process with the OGP community. With the new results-oriented strategic focus of IRM products, this indicator was modified so that in this first review it laid out the expected results and potential that would later be verified in the IRM Results Report, after implementation. Given the purpose of this Action Plan Review, the assessment of “potential for results” is only an early indication of the possibility the commitment has to yield meaningful results based on its articulation in the action plan in contrast with the state of play in the respective policy area.

The scale of the indicator is defined as:

- **Unclear:** the commitment is aimed at continuing ongoing practices in line with existing legislation, requirements, or policies without indication of the added value or enhanced open government approach in contrast with existing practice.

- **Modest:** a positive but standalone initiative or changes to process, practice, or policies. Commitments that do not generate binding or institutionalized changes across government or institutions that govern a policy area. For example, tools like websites, or data release, training, pilot projects
- **Substantial:** a possible game changer to the rules of the game (or the creation of new ones), practices, policies, or institutions that govern a policy area, public sector and/or relationship between citizens and state. The commitment generates binding and institutionalized changes across government

This review was prepared by the IRM and reviewed by Jeff Lovitt. The IRM methodology, quality of IRM products, and review process is overseen by the IRM's International Experts Panel (IEP).

For more information about the IRM refer to the **"About IRM" section of the OGP website** available [here](#).

Annex I. Commitment by Commitment Data¹

Commitment 1: Civil Society and Terrorist Financing
<ul style="list-style-type: none">• Verifiable: Yes• Does it have an open government lens? Yes• Potential for results: Unclear
Commitment 2: Electronic Participation in Decision-Making
<ul style="list-style-type: none">• Verifiable: Yes• Does it have an open government lens? Yes• Potential for results: Modest
Commitment 3: Gender Mainstreaming in the Public Sector
<ul style="list-style-type: none">• Verifiable: Yes• Does it have an open government lens? Yes• Potential for results: Substantial
Commitment 4: Participation in Youth Plans and Strategies
<ul style="list-style-type: none">• Verifiable: Yes• Does it have an open government lens? Yes• Potential for results: Modest
Commitment 5: Enhance Integrity at the National Level
<ul style="list-style-type: none">• Verifiable: Yes• Does it have an open government lens? Yes• Potential for results: Modest
Commitment 6: Participation in Government Capital Investment Projects
<ul style="list-style-type: none">• Verifiable: Yes• Does it have an open government lens? Yes• Potential for results: Modest

¹ **Editorial note:** Commitment short titles may have been edited for brevity. For the complete text of commitments, please see [Jordan's 2021-2025 Action Plan](#).

Annex 2: Minimum Requirements for Acting According to OGP Process

According to OGP's Procedural Review Policy, during development of an action plan, OGP participating countries must meet the "Involve" level of public influence per the IRM's assessment of the co-creation process.

To determine whether a country falls within the category of "involve" on the spectrum, the IRM assesses different elements from OGP's Participation & Co-creation Standards. The IRM will assess whether the country complied with the following aspects of the standards during the development of the action plan, which constitute the minimum threshold:

1. **A forum exists:** there is a forum to oversee the OGP process.
2. **The forum is multi-stakeholder:** Both government and civil society participate in it.
3. **Reasoned response:** The government or multi-stakeholder forum documents or is able to demonstrate how they provided feedback during the co-creation process. This may include a summary of major categories and/or themes proposed for inclusion, amendment or rejection.

The table below summarizes the IRM assessment of the three standards that apply for purposes of the procedural review. The purpose of this summary is to verify compliance with procedural review minimum requirements, and it is not a full assessment of performance under OGP's Co-creation and Participation Standards. A full assessment of co-creation and participation throughout the OGP cycle will be provided in the Results Report.

Table 2. Summary of minimum requirements to act according to OGP Process

<i>OGP Standard</i>	<i>Was the standard met?</i>
A forum exists: The Multi-Stakeholder Forum was formed on 26 October 2011. ¹	Green
The forum is multi-stakeholder: The forum includes eight government ministries, two CSOs, and the Jordanian Businessmen Association. One of the CSOs, a network of non-governmental organizations called Himam, ² contributes three representatives. ³	Green
The government provided a reasoned response on how the public's feedback was used to shape the action plan: The Open Government Unit emailed written responses to CSOs that suggested	Green

commitments, informing stakeholders of whether or not their suggestions were incorporated into the action plan.⁴

¹ The Hashemite Kingdom of Jordan Ministry of Planning and International Cooperation, "The Fourth National Action Plan 2018-2021 Under the Open Government Partnership Initiative (OGP)," (31 October 2018), https://ogp.gov.jo/ebv4.0/root_storage/en/eb_list_page/jordan_4th_nap_english-0.pdf.

² Ministry of Planning and International Cooperation, "Multi Stakeholder Forum," https://ogp.gov.jo/En/List/Multi_Stakeholder_forum

³ Mai Eleimat (Edmaaj), interview by the IRM, 3 November 2021.

⁴ Suhair Alkaied (Ministry of Planning and International Cooperation Open Government Unit), correspondence with the IRM, 3 March 2022.