The Jordanian action plan was primarily centred on improving public services and had a limited focus on OGP's mandate to improve transparency and accountability in government. Moving forward, Jordan needs to ensure that it follows the OGP process of action plan development and implementation, and that it only includes OGP relevant commitments that stretch government practice.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP-participating country. This report summarizes the results of the period from January 2014 to December 2015.

Initially, the Ministry of Planning and International Cooperation (MoPIC) coordinated the OGP process in Jordan (which began its formal participation in August 2011). The Ministry of Public Sector Development (MoPSD developed the second OGP action plan, which is under review in this report. The second action plan's commitments were taken directly from those in the National Integrity System (NIS), a local plan created with a degree of public consultation. There was no public consultation during the development of the OGP action plan, nor were there any official statements regarding the OGP. Additionally, the IRM found no strong engagement of civil society and the public during the implementation of the second action plan.

A preliminary reading of Jordan's third action plan shows some gains in meeting OGP standards on the process, although challenges on relevance and specificity of commitments remain. At the time of writing this report (late 2016), Jordan's third action plan had been drafted and published for public comment. Following drafting, the third action plan will be reverted to MoPIC for coordination. Some mobilization around the plan has already been carried out; the ministry has formed a group of civil society actors to work on the plan.

Table 1: At a Glance		
	Mid-term	**End-of-term**
Number of commitments:	14	
Number of milestones:	35	
Level of completion (milestones)		
Completed:	22 (56%)	27 (69%)
Substantial:	6 (15%)	2 (5%)
Limited:	3 (8%)	4 (10%)
Not started:	8 (21%)	6 (15%)
Number of commitments with:		
Clear relevance to OGP values:	3 (21%)	
Moderate or transformative potential impact:	0	
Substantial or complete implementation:	12 (86%)	12 (86%)
All three (✪):	0	0
Did it Open Government?		
Major:	**N/A**	**0**
Outstanding:	**N/A**	**0**
Moving forward		
Number of commitments carried over to next action plan:	1 (7%)	

Consultation with civil society during implementation

Countries participating in OGP are required to follow a process for consultation during development and implementation of their OGP action plan. In the case of Jordan, there was no consultation during implementation. The OGP plan was only accessible after its publication on the OGP website and government did not advise civil society organisations (CSOs) of its progress or completion. The implementation of the OGP action plan has been an entirely internal government process.

There were three issues with how the government rolled out the action plan. First, the plan was under a list of "general achievements" on the MoPSD's website. Second, there was no description of the OGP effort. Third, there was no further discussion of OGP associated with the action plan. The sole process that was possibly linked to OGP consultation during action plan implementation was the publication of the amended laws and bylaws on the website of the Legislation and Opinion Bureau.[1] However, this is a one-way channel of communication, where no responses are provided regarding submitted comments. Furthermore, the comments are not made available to other citizens, and there is no commenting process on previously submitted comments. Because of this, it cannot be considered as evidence of consultation.

Table 2: Action Plan Consultation Process

Phase of Action Plan	OGP Process Requirement (Articles of Governance Section)	Did the Government Meet this Requirement?
During Implementation	Regular forum for consultation during implementation?	No
	Consultations: Open or Invitation-only?	No
	Consultations on IAP2 spectrum[2]	No

---

[1] Legislation and Opinion Bureau Hashemite Kingdom of Jordan, http://www.lob.jo/.

[2] http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum_vertical.pdf

Progress in commitment implementation

All of the indicators and method used in the IRM research can be found in the IRM Procedures Manual, available at (http://www.opengovpartnership.org/about/about-irm).

Starred commitments

One measure deserves further explanation, due to its particular interest for readers and usefulness for encouraging a race to the top between OGP-participating countries: the "starred commitment" (✪). Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:

1. *It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity.*
2. *The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.*
3. *The commitment would have a "moderate" or "transformative" potential impact if completely implemented. This is based on the status quo*
4. *Finally, the commitment must see significant progress during the action plan implementation period, receiving a ranking of "substantial" or "complete" implementation.*

Based on these criteria, at the midterm report, Jordan's action plan contained zero starred commitments. At the end of term, based on the changes in the level of completion, Jordan's action plan contained zero starred commitments as well.

Commitments assessed as star commitments in the midterm report can lose their starred status if at the end of the action plan implementation cycle, their completion falls short of substantial or full completion, which would mean they have an overall limited completion at the end of term, per commitment language.

Finally, the graphs in this section present an excerpt of the wealth of data the IRM collects during its progress reporting process. For the full dataset for Jordan, see the OGP Explorer at www.opengovpartnership.org/explorer.

About "Did it Open Government?"

Often, OGP commitments are vaguely worded or not clearly related to opening government, but they actually achieve significant political reforms. Other times, commitments with significant progress may appear relevant and ambitious, but fail to open government. In an attempt to capture these subtleties and, more importantly, actual changes in government practice, the IRM introduced a new variable 'did it open government?' in End-of-Term Reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice has changed as a result of the commitment's implementation. This can be contrasted to the IRM's "Starred commitments" which describe *potential* impact.

IRM researchers assess the "Did it open government?" variable with regard to each of the OGP values relevant to this commitment. It asks, did it stretch the government practice beyond business as usual? The scale for assessment is as follows:

- Worsened: worsens government openness as a result of the measures taken by commitment.
- Did not change: did not change status quo of government practice.
- Marginal: some change, but minor in terms of its impact over level of openness.
- Major: a step forward for government openness in the relevant policy area, but remains limited in scope or scale
- Outstanding: a reform that has `transformed 'business as usual' in the relevant policy area by opening government.

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes *as implemented* for changes in government openness.

Readers should keep in mind limitations. IRM end of term reports are prepared only a few months after the implementation cycle is completed. The variable focuses on outcomes that can be observed on government practices at the end of the two-year implementation period. The report and the variable do not intend to assess impact because of the complex methodological implications and the time frame of the report.

General overview of commitments

As part of OGP, countries are required to make commitments in a two-year action plan. End of term reports assess an additional metric, 'did it open government?' The tables below summarize the completion level at the end of term and progress on this metric. Note for commitments that were already complete at the midterm that only an analysis of 'did it open government?' is provided. For additional information on previously completed commitments, please see Jordan's IRM midterm progress report. Jordan's plan is clustered into five categories (1) Enhancing internal oversight in government agencies; (2) Improving the delivery of government services; (3) Improving the quality of public administration; (4) Promoting good governance in public institutions; and (5) Improving the quality of institutions overseeing the media. For more information, please see the 2014-2015 midterm IRM report.

Table 3. Overview: Assessment of Progress by Commitment

Commitment Overview	Specificity				OGP Value Relevance					Potential Impact				Completion				Did it Open Government				
	None	Low	Medium	High	None	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
I: Enhancing the Role of Internal Control Units																						
1. Internal Control Units (Midterm)		✔			Unclear						✔						✔		✔			
1. Internal Control Units (End of Term)																	✔					
II: Service Delivery Standards																						
2. Improve Service Delivery (Midterm)		✔			Unclear						✔					✔				✔		
2. Improve Service Delivery (End of Term)																✔						
3. Service Standards (Midterm)			✔			✔			✔			✔				✔				✔		
3. Service Standards (End of Term)																✔						
4. Publish Standards (Midterm)			✔			✔			✔			✔				✔				✔		
4. Publish Standards (End of Term)																	✔					
5. Standards Compliance (Midterm)		✔			Unclear						✔					✔				✔		
5. Standards Compliance (End of Term)																	✔					
6. Service Delivery Process Assessment (Midterm)			✔		Unclear						✔					✔				✔		
6. Service Delivery Process Assessment (End of Term)																✔						
7. Services in Remote Areas (Midterm)		✔			Unclear						✔				✔					✔		
7. Services in Remote Areas (End of Term)															✔							
8. Services-Monitoring Body (Midterm)		✔					✔				✔				✔			✔				
8. Services-Monitoring Body (End of Term)															✔							
III: Public Administration Development																						
9. Public-Sector Restructuring (Midterm)			✔		Unclear							✔				✔			✔			
9. Public-Sector Restructuring (End of Term)																✔						
10. Civil Service Bylaw (Midterm)		✔			Unclear						✔						✔		✔			
10. Civil Service Bylaw (End of Term)																	✔					
11. Civil Service Code of Ethics (Midterm)		✔			Unclear					✔							✔		✔			
11. Civil Service Code of Ethics (End of Term)																	✔					
12. Capacity Building (Midterm)			✔		Unclear						✔					✔			✔			
12. Capacity Building (End of Term)																✔						
IV Enhance the Principles of Good Governance																						
13. Principles (Midterm)		✔			Unclear						✔					✔			✔			
13. Principles (End of Term)																✔						
V: Civil Integrity and Oversight Institutions																						
14. Media-Sector Restructuring (Midterm)		✔			Unclear					✔							✔		✔			
14. Media-Sector Restructuring (End of Term)																	✔					

Section 1: Enhancing the Role of Internal Control Units

1. Internal Control Units Structure

Commitment Text:

Adopt a standardized organizational structure for internal control units that encompass financial and administrative controls and identifies the party to which each unit reports (the minister, president of commission, or chairperson).

Milestones:

1. *Develop an organization structure*
2. *Coordinating with the Ministry of Finance to embed the internal control bylaw (which substitutes the financial control bylaw) with the roles and responsibilities and specifying the audit control unit affiliation.*

Responsible institution: Ministry of Public Sector Development.

Supporting institution(s): Minister of Finance (MoF)

Start date: First quarter of 2014   End date: Second quarter of 2015

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
Overall		✔			Unclear					✔						✔		✔			
																✔					
1.1 Develop organisation structure		✔			Unclear					✔						✔					
																✔					
1.2. MoF coordination		✔			Unclear					✔						✔					
																✔					

Note: Completion column header includes "Midterm / End of Term" sub-heading.

Commitment Aim

This commitment aims at standardizing Internal Control Units (ICUs). The ICU is a unit established in each government agency by the Financial Control Bylaw of 2011, and is responsible for financial and administrative oversight. The commitment seeks to develop the organisational structure of these units and to establish coordination between the MoPSD and the Ministry of Finance (MoF). This will embed and apply the developed structure of the ICUs in the bylaw and specify the bureaucratic chains of authority over the ICUs. For more information on the ICUs, please see the 2014-2015 midterm IRM report.

Status
Midterm: Complete

Milestone 1.1: Complete

According to an August 2014 statement, the MoPSD worked closely with the MoF to finalize the organisational structure of the ICUs. After this effort, a royal decree approved the Amended Financial Control Bylaw enforced in 2015, and renamed it the Internal Monitoring Bylaw, with some added detail on the mission of the ICUs. The amended bylaw also added more clarity to the chain of command over ICUs, specifying to whom government agencies should report. The MoPSD worked to ensure the application of these changes by reviewing the structure and number of government agencies. It reported to the IRM researchers that it completed 37 reviews in 2014, but this information could not be independently verified. Because the language of the commitment only obliges the government to develop new structures, not to improve their performance, the IRM researchers consider this milestone to have been completed.

Milestone 1.2: Complete

The MoPSD send the MoF a set of regulations concerning the organisational structure for ICUs. Then, they amended the law and another set of documents in April 2015 to include information on the organisational structure of the ICUs, as stipulated by the amended Internal Control Bylaw. The MoF published a guide to the restructuring process available to the public on its website. For more information, please see the 2014-2015 midterm report.

End of term: Complete

This commitment was completed during the first year of the action plan. The MoPSD progress report[1] included a review of number of the organisational structure of a governmental institutions to ensure compliance with the new structure of the ICUs. This is considered a new action that is relevant to the commitment but not part of its language.

Did it open government?
Access to information: Did not change
Civic participation: Did not change
Public Accountability: Did not change

This commitment was a completely internal governmental procedure. The potential impact of this commitment was minor, as it did not include strong accountability measures on how the process could be used to hold government accountable to the public. The implementation of the commitment neither enhanced nor employed any of the OGP values; as an all-internal procedure, it had no public face. This analysis was also supported by different stakeholders, who stated that they had never read or heard about this subject and the government never invited them to any event to discuss the topic.[2]

Carried forward?
At the time of writing, Jordan's third action plan had been drafted and published for public commenting. This commitment was not included in the published draft.

---

[1] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015," received by the researchers, 22 August 2016, p. 7.
[2] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Manging Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

Section 2: Upgrade and Publish Service Delivery Standards

Commitment Text:

2. Improve Service Delivery

Identify and list government services and their providers and work on improving service delivery through the following:

- *Provide continuing specialized training to service delivery professionals*
- *Enhance programs and e-linkage systems to support the one-stop-shop approach*
- *Review, develop and simplify the required steps for accessing services*
- *Improve the service delivery environment in terms of locations and facilities*

Milestones:

1. *Unify governmental services "information forms"*
2. *Prepare a services guide for governmental institution services (25 manuals per year)*
3. *Conducting training programs in the field of service development (restructuring, simplifying procedures, specifying needs, and measuring customer satisfaction) (4 training programs per year)*
4. *Listing and sorting the needs of governmental departments to deliver their services and prepare suitable suggestions to provide these services, and implement electronic connections in cooperation with departments possessing information and the Ministry of Communications and Information Technology (4 institutions per year)*
5. *Prepare technical reports for the reengineering processes for desired services (9 services per year)*

Start date: First quarter of 2014   End date: Fourth quarter 2015

3. Develop Service Delivery Standards and Targets

Develop service delivery standards and targets so as to limit the use of discretionary powers in providing services, meet customers' needs and expectations by listening to them, align with best practices, and take into consideration financial and legislative limitations.

Milestones:

1. *Continue in providing requirement for services development bylaw No. 64 year 2012 that reinforces governmental departments to develop and publish services delivery standards.*
2. *Prepare and publish governmental institutions service manuals and make them accessible to the customers electronically and in the service delivery locations (25 manuals per year)*
3. *Reinforce governmental institutions to publish services delivery standards and to commit to them by preparing services charters.*

Start date: First quarter of 2014   End date: Fourth quarter 2015

4. Publish Service Delivery Standards

Obligate institutions and departments that provide services to publish service delivery standards in manuals that include the procedures, responsibilities, timeframe, fees (if any), and needed documentation for each service. These manuals should be made available by publishing them on websites, customer service centers, etc.

Milestones:

1. *List and sort the services provided by governmental institutions in a form of service card template that includes all information specified by the project (25 manuals per year).*

Start date: First quarter of 2014   End date: Fourth quarter 2015

5. Ensuring Full Compliance with Service Delivery Standards

Intensify monitoring of and accountability procedures to ensure full compliance with service delivery standards.

Milestone:

6. *Conduct a periodic assessment for institutions to assure they provide requirements of the services development bylaw No. 64 for the year 2012.*

Start date: First quarter 2014   End date: Continuous

6. Service Delivery Process Assessment

Conducting unannounced periodic assessment for the service delivery process and identity areas and opportunities for potential improvements, and implementing them in cooperation with the concerned government institutions.

Milestones:

1. *Conduct field visits and prepare assessment reports and report them to the cabinet and relevant parties (9 visits per quarter).*
2. *Continue monitoring and evaluation of the development plan throughout the implementation.*

Start date: First quarter 2014   End date: Continuous

7. Upgrading Services in Remote Areas

Upgrading the government services provided in governorates and remote areas to reach the level at which they are served in the capital.

Milestones:

1. *List and sort the services provided by governmental institutions and their directorates in the governorates.*
2. *Study the possibility of simplifying procedures for the services delivery process in the governorates by the delegation of authority, and electronically connecting the divisions in the Center with their directorates in the governorates.*
3. *Cooperate and coordinate with the E-Government Program to study the possibility and applicability of the connection.*

Start date: First quarter 2014   End date: Continuous

8. Develop a Services-Monitoring Body

Developing a monitoring body to assess government services and measure customer satisfaction.

Milestones:

7. *Setting up the observatory's technical specifications.*
8. *Training workshops.*
9. *Launching the observatory.*
10. *Receiving suggestions and comments from the customers.*
11. *Monitoring reports.*

Start date: First quarter 2014   End date: Fourth quarter 2015

Commitment 2-8 has;

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Commitment Overview	Specificity				OGP Value Relevance					Potential Impact				Completion				Did it Open Government?				
	None	Low	Medium	High	None	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
2. Improve Service Delivery (Midterm)		✔					Unclear				✔					✔				✔		
2. Improve Service Delivery (End of Term)																	✔					
2.1. Unify an "information form" (Midterm)		✔					Unclear				✔						✔					
2.1. (End of Term)																	✔					
2.2. Services guide (Midterm)		✔					Unclear				✔						✔					
2.2. (End of Term)																	✔					
2.3. Conduct training programs (Midterm)			✔				Unclear					✔					✔					
2.3. (End of Term)																	✔					
2.4. List department needs (Midterm)		✔					Unclear				✔						✔					
2.4. (End of Term)																	✔					
2.5. Prepare reports (Midterm)		✔					Unclear				✔					✔						
2.5. (End of Term)																	✔					
3. Service Delivery Standards and Targets (Midterm)			✔			✔			✔		✔					✔				✔		
3. Service Delivery Standards and Targets (End of Term)																✔						
3.1. Implement Bylaw 64 (Midterm)		✔				✔					✔					✔						
3.1. (End of Term)																	✔					
3.2. Publish service manuals (Midterm)			✔			✔			✔			✔				✔						
3.2. (End of Term)																	✔					
3.3. Publish service standards (Midterm)		✔				✔						✔				✔						
3.3. (End of Term)																✔						
4. Publish Service Delivery Standards (Midterm)			✔			✔			✔			✔				✔				✔		
4. Publish Service Delivery Standards (End of Term)																	✔					
5. Service Delivery Standards Compliance (Midterm)		✔					Unclear				✔					✔				✔		
5. Service Delivery Standards Compliance (End of Term)																	✔					
6. Service Delivery Process Assessment (Midterm)			✔				Unclear				✔					✔				✔		
6. Service Delivery Process Assessment (End of Term)																✔						
6.1. Field visits and prepare assessment reports (Midterm)			✔				Unclear				✔						✔					
6.1. (End of Term)																	✔					
6.2. Monitor development plans (Midterm)	✔						Unclear				✔			✔								
6.2. (End of Term)														✔								
7. Services in Remote Areas (Midterm)		✔					Unclear				✔					✔			✔			
7. Services in Remote Areas (End of Term)																✔						
7.1. List and sort the services (Midterm)		✔					Unclear				✔					✔						
7.1. (End of Term)																	✔					
7.2. Simplification study (Midterm)			✔				Unclear					✔				✔						
7.2. (End of Term)																✔						

10

Commitment / Milestone																	
7.3. Cooperate and coordinate with the E-Government Program	✔			Unclear				✔			✔ ✔						
8. Services-Monitoring Body	✔			✔				✔			✔ ✔				✔		
8.1. Set technical specifications	✔			Unclear				✔					✔ ✔				
8.2. Training workshops	✔			Unclear				✔		✔ ✔							
8.3. Launch the observatory	✔			Unclear				✔		✔ ✔							
8.4. Receive suggestions	✔			✔				✔		✔ ✔							
8.5. Monitor reports	✔			Unclear				✔		✔							

Commitment Aim

This group of commitments aims to improve service delivery through a myriad of milestones under seven different commitments. Specifically, it aims to improve the environment of service delivery: developing procedures, forms, manuals, E-System, trainings for employees, and reengineering the services (Commitment 2); develop, commit, and publish service delivery standards, online and offline governmental service manuals, and service delivery charter (3 and 4); enforce and assess government institutions' compliance with those standards and receive public suggestions and feedback (5, 6, and 8); and extend services to rural areas of the country to ensure that the level of public service delivery in rural areas is equal to those provided in the capital (7).

Status

NOTE: Due to the related nature of each of these commitments, the IRM report has combined the midterm status and end of term status for ease of reading. For each commitment and milestone that is part of this group, it shows the level of completion at the midterm, the first 18 months of the plan, and end of term, the final six months.

2. Improve Service Delivery

Midterm: Substantial

End of term: Complete

Milestone 2.1

Midterm: Complete

End of term: Complete

The MoPSD worked in 2014 to create a single template for service manuals for citizens. The template incorporated essential information about each service, including type, where it is offered, conditions for receiving it, and more. This is substantiated by the fact that all the manuals in Milestone 2.2 follow one unified template.

The government reported[1] that it has increased the number of the manuals to 65 with 2,078 services as of December 2015. It is worth mentioning again that these numbers differ from what is published on the MoPSD's website, which states there are 58 manuals covering 1,903 services.[2]

Milestone 2.2

Midterm: Complete

End of term: Complete

As of December 2015, service manuals for 48 government agencies covering 1,401 different services were prepared (these numbers differ from the ministry's website, where an undated page accessed in

September 2015 reported the preparation of 58 manuals covering 1,903 services). As of June 2015, government agencies had published over 58 of these manuals online. For more information about these manuals, please see the 2014-2015 midterm report.

Milestone 2.3

Midterm: Complete

End of term: Complete

The MoPSD provided evidence that it had implemented a number of training sessions. The milestone calls for four trainings per year. The record provided to the IRM researchers showed a total of six trainings in 2014 and three before June 2015, indicating that the ministry achieved its 2014 target with two more trainings for 2014/2015, and was on track to achieve its 2015 target. [3] In total, it achieved the eight targeted trainings. Thus, this milestone is considered complete, although the IRM was unable to assess the quality or coverage of the reports.[4]

Milestone 2.4

Midterm: Complete

End of term: Complete

The MoPSD studied several service provision processes and created technical suggestions for different governmental agencies to streamline and speed up their provision of services. The MoPSD shared these suggestions with 10 agencies including the Supreme Judiciary Department, the Ministry of Justice, the Ministry of Labour, the National Aid Fund, the Ministry of Health, etc. However, it declined to share them with the IRM researchers or the public. The MoPSD therefore exceeded its target in preparing suggestions for electronic linkages. The Arabic text of the commitment is only about *preparing suggestions* for electronic linkages; the actual implementation of such linkages is not part of the action plan process. Since the IRM midterm report, MoPSD undertook another electronic linkage study about the Land Transportation Authority in August 2015.[5]

Milestone 2.5

Midterm: Substantial

Eend of term: Complete

The MoPSD prepared technical reports about services for six ministries (around 11 services). The MoPSD provided the IRM researchers with one report as an example. Since the target was nine services per year, this commitment was stated as substantial. The MoPSD has still to complete the target of 18 services in total.

The last six months of the action plan saw an increase in the number of technical reports for the reengineering processes about governmental services. Specifically, the MoPSD wrote reports for three services at the Transportation Ministry,[6] one service to the Ministry of Environment,[7] and five services for the Department of Borders and Residence,[8] totalling nine services. The MoPSD reached the target of a total of 18 services over two years.

3, 4, 5 and 6: Service Delivery Standards

3 and 4: Publication of Service Delivery Standards

Milestone 3.1

Midterm: Substantial

End of term: Complete

Throughout 2014, the MoPSD issued written requests to government agencies to comply with Article 4 of the bylaw, compelling agencies to publish the manuals on their own websites and on the central government e-portal. To keep track of their adherence to the bylaw, the MoPSD claimed that

it submitted a report to the prime minister about the progress of the agencies and is in the process of writing another report for 2015. Thus, the research team stated this commitment as substantially implemented at the midterm report, given that the commitment was still in progress at the end of 2015 (its ending timeline).

The MoPSD continued to conduct assessments and produce reports until the end of the reporting period to ensure governmental departments provided requirements for the Services Development Bylaw No. 64, year 2012, as stated in the commitment.[9]

Milestones 3.2 and 4.1

Midterm: Substantial

End of term: Complete

At midterm, the MoPSD had created service manuals for 48 agencies and published 23 of these manuals online. The aim was for 25 per year over two years. The manuals for the remaining agencies were a work in progress. This milestone was substantially implemented since it had not yet met the target of 50 manuals. According to the original Arabic text of the commitment and documentation received from the MoPSD, commitment 4 is a duplicate of Milestone 3.2.

At the end of term, the government claims it increased the number of the manuals to 65, with 2,078 services covered as of December 2015.[10] These numbers again differ from what is published on the MoPSD website, which says 58 manuals covering 1,903 services.[11] The researchers validated the online publication of 17 additional manuals with the previous in the midterm report. All 17 manuals were found to have been published online,[12] with some clearly dated as of 2015. With that, the milestones are complete, meeting the 50 manual target.

Milestone 3.3

Midterm: Substantial

End of term: Substantial

This milestone would publish the "services charter," on government websites, a one-page document explaining the duties of service providers and receivers. The charter was prepared by the MoPSD and recirculated among governmental institutions for publication on their respective websites. The charter was available on MoPSD website. However, the IRM researchers could not find the charter on other government websites. This milestone implementation is therefore considered substantial. To reach complete status, the charter should be prepared and published by all governmental institutions.

By the end of the reporting period, Milestone 3.3 did not change status. As stated in the midterm report, the MoPSD recirculated the services' charter among governmental institutions, asking them to publish it on their websites. The investigation conducted by the researchers during the end of term period revealed that some institutions had published the charter online; i.e., the Higher Council for Affairs of Persons with Disabilities,[13] the General Budget Department,[14] the Securities Depositary Center,[15] and the Judicial Institute of Jordan.[16] However, the websites of some institutions still had not published the charter (i.e. the Ministry of Education and the Ministry of Environment). Thus, this milestone's status remains unchanged.

5 and 6: Regular Assessment and Correction Actions

Milestone 5.1

Midterm: Substantial

End of term: Complete

Throughout 2014 and 2015, the MoPSD worked with the Office of the Prime Minister to ensure that government agencies implemented the requirements of the bylaw. The MoPSD claims that in 2014 it submitted an internal report to the Prime Minister about the progress of agencies' implementation of the bylaw and that it is in the process of writing another report for 2015. In response to the letter,

on 12 November 2014, the Prime Minister released Executive Order 83/11/39451, calling on all government agencies to address the concerns raised by the MoPSD's report. In March 2015, the MoPSD sent another report to the Prime Minister regarding unresolved citizen complaints about government systems. Although this report was not published in full, some media reported on it after a MoPSD press conference. Furthermore, the MoPSD started issuing quarterly reports regarding agency performance and citizen complaints on service delivery raised through online and offline complaint systems through the Central Complaints Management Unit. Two quarterly reports were issued by the midterm OGP evaluation on 20 January 2015 and 21 April 2015, covering the fourth quarter of 2014 and first quarter of 2015 respectively. Additionally, the Prime Minister responded to the MoPSD reports by corresponding with the relevant ministries and ordering them to comply with the MoPSD's recommendations.

Despite completion, stakeholders criticised the government for not fully publishing the reports on their website or in the media,[17] especially as these reports would help the stakeholders in their own monitoring and evaluation reports and analyses. The publication of the reports and results would also help the media undertake different studies that could help improve the public sector.[18] Some media interviewees also stated that they had never been sent full reports and statements for publication.[19]

The MoPSD also provided a 'customers' compliance report,' shared with the Prime Minister, for all services provided during the third quarter of 2015.[20] In 2015, the MoPSD conducted its third annual survey, engaging 74 governmental institutions to measure levels of compliance in accordance with the 2012 Development of Public Services Bylaw. The media published the results.[21]

According to the MoPSD, this survey focused on the level of internal compliance with the bylaw and improvements based on the shortfalls discovered in the previous annual survey's results in 2014. Average compliance according to the report was 2.09 out of 3. Regardless, the report of the survey was not fully published in media; instead, the MoPSD published the key results in the media and provided a copy of the report to the researchers.[22]

Milestone 6.1

Midterm: Complete

End of term: Complete

According to information provided by the MoPSD, one of their work teams conducted weekly visits to a number of agencies without prior announcement. During each visit, a member of the team would request a specific service and observe delivery, noting its quality. After these visits, the team sent reports to the Prime Minister detailing the level of service delivery observed and any gaps in quality. The documentation provided by the MoPSD showed that 65 visits were conducted by June 2015, but there was no breakdown of when the visits occurred. Researchers' investigations showed that visits were only made in the eight northern and central governorates, while none were made in the four southern governorates. This may possibly be attributed to distance from Amman, discontent with service delivery in the region, or low population density of these southern areas. The visits were published in a number of newspapers, and several articles were shared on the MoPSD website, including summaries of reports. Although the media continued to publish reports of the unannounced visits even beyond December 2015,[23] no actual inspection findings were published. Comparing achievements to the commitment language and timeline of completing 54 visits by June 2015 (nine visits per quarter), the research team assessed this commitment as completed.

Until the end of the plan period, the MoPSD carried out 87 unannounced visits from 2013- 2015.[24] The MoPSD also provided the researchers with an example of the formal letter to the Prime Ministry.[25] Additionally, the media published summaries of these reports.[26] It is worth mentioning that the media continued to publish reports of the unannounced visits even after December 2015 (end of the commitment timeline), demonstrating that work has continued in this area.[27]

Milestone 6.2

Midterm: Not started

End of term: Not started

The IRM researchers and the government self-assessment[28] did not identify evidence of progress since the midterm report. The Office of the Prime Minister responded to the MoPSD reports by corresponding with the relevant ministries and ordering them to comply with the MoPSD's recommendations. In August 2015, one media outlet reported that 30% of the agencies had responded to the MoPSD's recommendations by taking corrective actions. The report did not make clear the extent to which the agencies had "responded" or if they had gone farther by implementing the suggestions. Without additional documentation or copies of the recommendations, the IRM research team did not discover any level of completion on this milestone.

Stakeholders again criticized providing only summary reports of the unannounced visits through media, stating that full reports should made public for people to access, increasing trust in the process and improving service centres' performance by making them feel ashamed of their shortfalls or enhancing good performance if reports were positive. All in all, this would enhance the government's transparency and encourage citizens to practice their accountability role.[29]

7: Services in Remote Areas

Midterm: Limited

End of term: Limited

Overall, this commitment would "ensure that the levels of public service delivery in remote areas of the country are equal to those provided in the capital." The assessment of whether this goal was met is beyond the scope of the IRM, although impact seems limited. The limited level of completion is perhaps related to the vagueness of the commitment language, and the highly ambitious nature of the commitment's objective to "ensure that the levels of public service delivery in remote areas of the country are equal to those provided in the capital." In the researchers' opinion, such a commitment needs a long-term and sustainable approach and high level of E-government success. For example, delegation of authority is directly related to the decentralization process, and thus, a huge endeavour that cannot simply be accomplished in a single commitment.

Milestone 7.1

MidtermT: Limited

End of term: Limited

The MoPSD claimed that the commitment was substantially completed. At both midterm and end of term, however, the IRM was unable to obtain a copy of listed and sorted services at the governorate levels or identify any progress in this regard. Government documentation of progress focused on compliance with the services bylaw instead of the listing and sorting of services.

Milestones 7.2 and 7.3

Midterm: Limited

End of term: Limited

At midterm, the MoPSD took a number of steps to serve different governmental institutions that provide services at the central level. This included connecting ministries with each other and assisting ministries in the preparation of technical reports for electronic connection.

However, it did not include any efforts toward studying the possibility of simplifying procedures for the service delivery process in the governorates through the delegation of authority and electronically connecting the divisions in the Centre with their directorates in the governorates. [30]

8: Services Monitoring Body

Midterm: Limited

End of term: Limited

Milestones 8.1 to 8.5

The MoPSD prepared the general framework for the observatory (8.1), including developing forms and templates for observation, evaluation, and reporting, and preparing a draft of technical details for the unit and its work. At the midterm, none of the other elements (training (8.2), launch (8.3), receiving complaints (8.4), or monitoring) had been achieved, giving the commitment an overall rating of "limited."[31] In August 2015, the MoPSD also stated that the ministry was planning to implement the observatory project by the end of 2015.[32] Another statement in October by the minister indicated that the ministry was including this project as one of the MoPSD's projects for 2016.[33]

Nonetheless, no actual launch for the observatory took place. The MoPSD has included the project of the interactive observatory in its 2016-2019 Executive Action Plan.[34] According to the MoPSD's progress report,[35] the ministry is working on the observatory in coordination with the European Union and announced a public tender which received 12 offers. They are currently in process of evaluating the offers. However, the researchers searched online for information on the process and received no information, which calls into question the transparency of the process. In any case, it is clear that Milestones 8.2 to 8.5 were not started. Thus, the commitment's status remains the same.

Did it open government?
Commitments 2, 3, 4, 5, and 6

Access to information: Marginal
Civic participation: Did not change
Public Accountability: Did not change

Commitment 7

Access to information: Did not change
Civic participation: Did not change
Public Accountability: Did not change

Commitment 8

Access to information: Did not change
Civic participation: Worsened
Public Accountability: Did not change

Improving the quality of service delivery is an important reform priority for both the government and citizens. The increasing number of manuals and charters published online is a marginal improvement for access to information.[36] Stakeholders interviewed expressed their concerns about the publication of the manuals and the e-linkages between institutions. Most of them still believe that the service delivery processes, including information about fees, timelines, and procedures, are unclear and in some cases, remain under the discretionary authority of governmental employees. Some stated that the institutions, especially in remote areas, only showed the manuals as displays on big wall signs, and sometimes only put them up when central government officials visited. On normal days, they stated, there is not enough information available to citizens offline.[37] Online manuals are available though, as observed by the IRM researchers. Not all people have access to online services, however, due to age and areas of residence, and some services cannot be used online due to their nature.

Beyond the publication of service delivery manuals, there has not been as much of an impact on government behaviour. The commitments may have been implemented in such a way that they would have improved access to information by publishing inspections records, compliance reports, or meeting minutes. Where there was communication, it was often indirect, through ad hoc summary reports or through the media. Citizens did not have access to original documentation, leaving them unable to act on enforcement and reporting by the government.

Furthermore, no consultations with the public took place during the design or implementation of commitments. No means of registering complaints or feedback existed in these commitments. Regardless of this assessment, stakeholders[38] stated that they have never been consulted regarding manual development. They have also expressed some concerns about the offline and online manuals. The manuals lack accountability procedures and clear complaints mechanisms, giving some discretionary authority to governmental employees and contributing to the lack of confidence citizens have in the process. Additionally, the manuals are sometimes not published in the services centres.[39] Without formal accountability mechanisms as part of the standards, civil society organisations interviewed in the preparation of this report added that there has been no improvement to overall accountability. The average citizen can register complaints only in the complaints box available at the location of service or via an online form, provided the link of the governmental institution works. Even when used, many citizens do not know where these complaints go, how they are processed, or whether someone inside the government is following up on it. Thus, there is not strong evidence that citizens believe in the process. Consequently, they often simply follow the employee's instructions, even if it is not part of the procedure outlined in the manuals. Finally, citizens need the services and do not have enough time to argue with the employee controlling the delivery of the service. With no clear complaint mechanism, citizens have no other choice.[40]

Public service delivery in remote areas of the country and the capital has been the subject of intense public discussion. The potential impact could be high. However, the milestones laid out to achieve the commitment kept the impact low. Because the local services commitment had no public facing element, it had no effect on changing government behaviour.

To improve transparency and accountability, such a commitment would need a long-term, sustainable approach. Barriers discussed by stakeholders interviewed[41] included a number of factors:

- Delegation of authority is directly related to the decentralization process, and thus, a huge endeavour that cannot be accomplished in a single commitment. Stakeholders expressed that central government continued to maintain a central role in the decision-making process, with no serious effort towards delegating authority.

- The lack of employee capacities in remote areas due to lack of training programs.

- Lack of coordination between different governmental institutions and lack of E-linkages that sometimes force the citizens to move between these institutions to get the service.

- Lack of accountability measures and tools in the hands of citizens or their representatives at the local municipalities, including distance and financial constraints to make complaints to the central government. An interviewed municipal member from relatively remote Tafila, in the south of Jordan, explained her difficulties with the central tenders. The local government has no authority over the vendor because the contract is made by the central government. This decreases her and her constituent's efforts to hold vendors accountable. The result was that citizens and municipal members blamed her for the bad performance of the vendor, even though monitoring the vendor does not fall under her authority or that of other municipal members.

- Lack of internet penetration.

- Breakdowns in E-Linkages between central authorities and remote offices. A government officer working in the E-Government field mentioned that the government is currently implementing the E-linkages between all governmental agencies across all governorates with the objective of facilitating the entire process and supporting the decentralization of service delivery.[42] The E-Government program was one of Jordan's first OGP action plan commitments.[43] The Ministry of Information & Communication Technology has also drafted a strategy for it for the years 2014-2016.[44]

While the observatory may be one of the best means of improving public participation and public feedback, it has not yet been made operational. The civil society members interviewed for this

report, while initially interested, were concerned about the development of the proposal. They stated that the proposal was prepared with no public consultation, and stakeholders stated clearly that the government never invited them to discuss this topic during the planning period.[45]

The researchers have reviewed the proposal that MoPSD shared for the observatory and have the following comments, which all support that in the midterm report, milestone 8.4 was coded to be the only relevant milestone within this commitment to OGP values. According to the observatory proposal, its implementation will not be relevant to OGP values.

12. *The proposal states that the observatory will be a page on the MoPSD website, with a framework that the researchers did not feel differs from the current complaints mechanism on their website.*

13. *The interaction between government and citizens will remain a one-way channel of communication, where citizens are offered only four online tools: (1) submit their evaluations of government services, (2) provide recommendations to improve it, (3) participate in online opinions polls, and (4) share their positive service delivery experiences "success stories." The proposal clearly stated that participations and the periodical reports of these participations for the first three tools would not be public. It would move within government layers for follow up with no transparency in place. Additionally, citizens would not be able to see the contributions of others, as it would all be gathered internally by the observatory staff and sent as reports to relevant departments. The only published contribution of the observatory would be success stories and shared experiences about good service delivery. Although this may motivate service providers to improve their performance, it will not contribute to or enhance citizen participation or transparency and accountability of the government service delivery process.*

14. *The observatory lacks offline opportunities for giving inputs by citizens to ensure that citizens who are not Internet users can still access it.*

Carried forward?

The service delivery commitments around Bylaw 64 were largely not carried forward into the new action plan. Commitment six was carried forward within the draft of the third action plan; however, it discusses improving the services of the health sector across Jordan and the E-linkages of this sector, with more focus on needs assessment of health services providers within the public sector. It evaluates the infrastructure of these providers, capacity building of sector employees, and starting the infrastructure of the e-linkages process.[46]

The commitment on the observatory (8) was the only commitment carried on as titled and included in the published draft of the third action plan as commitment seven. In the plan draft, the commitment was connected to the E-Government project, as it was part of the plan to support that project.[47]

The milestones set for the commitment included the launching of the observatory's online gateway (the same as the language of this plan, milestone 8.3) now under Jordan's 2025 Program:[48]

15. *Verifying procedures to force public sector institutions to transfer information through the gateway,*
16. *Identifying liaison officers between the gateway and the institutions,*
17. *Scheduling the flow of information, and*
18. *Setting up evaluations of the information provided by the observatory and how easy it is for citizens.*

The milestones set forward in the third action plan do not match those of this plan, nor do they match the observatory proposal. Because of these changes, it is unclear whether the government's mindset remains the same regarding the observatory described in both plans. The new commitment still has vague language and does not clarify how OGP values are considered in its design. Thus, improving the language of it in the final version of the plan is needed:[49]

- Public participation in the design of the observatory.

- Publication of minutes and citizen submissions.

- Online and offline opportunities for giving input.

- Linking the Monitoring Unit to other social accountability initiatives, such as citizens' scorecards.

- Linking the access to information process to this observatory.

1 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015," received by the researchers, 22 August 2016, p. 8.

2 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Developing Government Services and Simplifying Their Steps" [Arabic], http://bit.ly/1PPFddW.

3 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Communication letter for training on operations reengineering" in August 2015" received by the researchers, 6 October 2016.

4 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Communication letter for training on operations reengineering" in August 2015" received by the researchers, 6 October 2016. As an update about Milestone 2.3, the MoPSD implemented one additional training session in December 2015 for the Custom Department on "Operations Reengineering."

5 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report for electronic linkage for the Land Transportation Authority, and formal covering letter, 24/8/2015" received by the researchers, 6 and 9 October 2016.

6 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Technical report for the reengineering processes for the Transportation Ministry" received by the researchers, 11 October 2016.

7 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Technical report for the reengineering processes for the Ministry of Environment" received by the researchers, 11 October 2016.

8 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Technical report for the reengineering processes for the Boarders and Residence Department" received by the researchers, 11 October 2016.

9 "Public Sector Development; focused on increasing institution work capacity," Ra'i News Agency, 2 January 2016 [Arabic], http://bit.ly/2dexMzk & "Public Sector Development" Addustour News Agency, 30 January 2016 [Arabic], http://bit.ly/2dOXuf9.

10 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015", received by the researchers, 22 August 2016, p. 8.

11 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Developing Government Services and Simplifying Their Steps" [Arabic], http://bit.ly/1PPFddW.

12 List of governmental institutions and their URLs for published service manuals, prepared by the researchers, 9 October 2016.

13 The Hashemite Kingdom of Jordan, the Higher Council for Affairs of Persons with Disabilities, "Service Charter" [Arabic], http://bit.ly/2e1i3lW.

14 The Hashemite Kingdom of Jordan, the General Budget Department, "Service Charter" [Arabic], http://bit.ly/2dBsVsA.

15 The Hashemite Kingdom of Jordan, the Securities Depositary Center, "Service Charter" [Arabic], http://bit.ly/2d4mDOd.

16 The Hashemite Kingdom of Jordan, Judicial Institute of Jordan, "Service Charter" [Arabic], http://bit.ly/2dGgyKX

17 Stakeholders Meeting, Amman, 7 October 2016

18 Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

19 Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016

20 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development," Customers compliant report for all services during the third quarter of 2015" received by the researchers, 6 October 2016.

21 "Circulation of the annual survey about level of compliance by the governmental institutions to the 2012 Development of Public Services Bylaw" Al Rai News Agency, 17 February 2016 [Arabic], http://bit.ly/2dXvhyQ.

22 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the third annual survey of January 2016", received by the researchers, 6 October 2016.

23 "A report observe absence of guiding signs for Mafraq Civil Status Department Office," Hawa Alordn News Agency, 20 January 2016 [Arabic], http://bit.ly/2dPAbld.

24 "Public Sector Development; focused on increasing institution work capacity," Ra'i News Agency, 2 January 2016 [Arabic], http://bit.ly/2dexMzk & "Public Sector Development" Addustour News Agency, 30 January 2016 [Arabic], http://bit.ly/2dOXuf9; The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015," received by the researchers, 22 August 2016, p. 9.

25 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Communication letter for announced visits for Ministry of Labor/ Amman first district" received by the researchers, 6 October 2016.

26 "Public Sector Development conducts unannounced visits to the CSD offices in Ashrafia, salt and Marka," Eastern Amman Investors Industrial Association, 14 December 2015 [Arabic], http://bit.ly/2dXl9eL. & The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, " Public Sector Development conducts unannounced visits to the CSD offices in Ashrafia, Salt and Marka", 14 December 2015 [Arabic], http://bit.ly/2dLdPiO; "Public Sector Development conducts unannounced visits to evaluate services and government performance," Al Rai News Agency, 17 August 2015 [Arabic], http://bit.ly/2dEhteG.

27 "A report observe absence of guiding signs for Mafraq Civil Status Department Office," Hawa Alordn News Agency, 20 January 2016 [Arabic], http://bit.ly/2dPAbld.

28 The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015," received by the researchers, 22 August 2016, p. 9.

29 Stakeholders Meeting, Amman, 7 October 2016

[30] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015," received by the researchers, 22 August 2016, p10.

[31] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Proposal for the observatory, April 2015" received by the researchers, 6 October 2016.

[32] "Khawaldeh; Interactive observatory to assess government performance by 2015," Rai News Agency, 26 August 2015 [Arabic], http://bit.ly/2dDRB66.

[33] "Khawaldeh; Planning for the public sector development is flexible and consider new developments," Petra News Agency, 27 October 2015 [Arabic], http://bit.ly/2dYcMzK.

[34]The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Ministry work plan 2016-2019" p7. [Arabic], http://bit.ly/2e5L6IW.

[35] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015," received by the researchers, 22 August 2016, p10.

[36] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Manging Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

[37] Stakeholders Meeting, Amman, 7 October 2016

[38] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

[39] Stakeholders Meeting, Amman, 7 October 2016

[40] Stakeholders Meeting, Amman, 7 October 2016

[41] Stakeholders Meeting, Amman, 7 October 2016.

[42] Ashraf Frehat, Engineering Officer, National Information Technology Center at Jerash, Ministry of Information & Communication Technology, Interview with IRM researchers, 26 September 2016.

[43] The Open Government Partnership, Jordan First Action Plan 2012-2013, http://bit.ly/1pOY5v7.

[44] The Hashemite Kingdom of Jordan, Inform; open government for a more informed society, Ministry of Planning and International Cooperation "2014-2016 e-Government Strategy," http://bit.ly/2eN4Ssc.

[45] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

[46] The Hashemite Kingdom of Jordan, the Ministry of Planning and International Cooperation, "Draft of OGP third action plan for public commenting,", October 2016, p. 20 and 21 [Arabic], http://bit.ly/2dkp3gS

[47] The Hashemite Kingdom of Jordan, the Ministry of Planning and International Cooperation, "Draft of OGP third action plan for public commenting,", October 2016, p. 22" [Arabic], http://bit.ly/2dkp3gS

[48] The Hashemite Kingdom of Jordan, Inform; open government for a more informed society, Ministry of Planning and International Cooperation "Jordan 2025; A national Vision and Strategy," http://bit.ly/2dymg21.

[49] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

Section 3: Public Administration Development

9. Public-Sector Restructuring

Commitment Text:

Public sector restructuring:

19. *Review the components of government (independent agencies, government departments, ministries, etc.)*
20. *Amend relevant legislation.*
21. *Carry out restructuring processes in the public sector.*
22. *Develop the organizational structures of government agencies and revise their administrative organization bylaws to prevent any conflict with the Civil Service Bylaw.*

Milestones:

1. *Implementing the Restructuring of Institutions and Government Departments law that was approved by parliament in April 2014, which contains dissolving/merging/changing of affiliation for a number of governmental institutions. The implementation includes:*
   - *Legislation amendment proposals*
   - *Human resources reallocation plans*
   - *Organization structures for the affected institutions*
2. *Conduct new restructuring studies:*
   - *Study the possibility and feasibility of restructuring institutions and companies included in the government's units' budget law and sectoral restructuring (2 sectors in 2014)*
   - *Submit recommendations to the cabinet for endorsement*
   - *Legislation amendment proposals*
   - *Implantation*
3. *Develop organizational structures for government ministries/institutions /departments (16 per year)*

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Start date: First quarter 2014   End date: Fourth quarter 2016

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
Overall			✔		Unclear						✔				✔			✔			
																✔					
9.1. Implement restructuring law			✔		Unclear						✔					✔					
																✔					
9.2. New restructuring studies			✔		Unclear					✔					✔						
															✔						
9.3. Develop organisational structures		✔			Unclear					✔						✔					
																✔					

Commitment Aim

This commitment aims to restructure the public sector based on the Restructuring Institutions and Government Departments Law No. 17 of 2014 through reviewing government components, amending relevant legislation, and ensuring that the organisational structures of government agencies do not conflict with the Civil Service Bylaw, revising their administrative organisation bylaws accordingly. Moreover, the implementation includes human resources reallocation plans, conducting new restructuring studies for the government's units' budget law and sectoral restructuring and developing organisational structures for government ministries/institutions/departments. Restructuring the public sector in Jordan is necessary due to the duplication of roles and responsibilities among governmental agencies, which has resulted in a waste of public resources, corruption and weakened accountability.

Status
Midterm: Substantial

Milestone 9.1: **Complete**

This milestone committed the government to begin implementing the law in the first quarter of 2014; it was not passed until the second quarter of 2014. The MoPSD provided the IRM researchers with evidence that provisions of the law had been implemented, including overseeing a number of agency mergers, closings, and changes in affiliation and designation in 2014-2015. This law was already in force, and it was the MoPSD's responsibility to implement it regardless of this action plan. This milestone was completed.

Milestone 9.2: **Substantial**

The MoPSD submitted report recommendations for restructuring the government's units' budget law to the prime minister on 2 September 2014. The ministry declined to make the report available to the public, citing concerns that providing information about ongoing internal reforms would negatively affect the process. The Council of Ministers decided on 28 September 2015 to follow the recommendations by moving two separate funds (the Education Tax and the Fund for the Treatment of Kidney Diseases) from the account of the governmental units to the account of specialised

ministries. This action could be interpreted as substantial completion of the second milestone. For more information, please see the 2014-2015 midterm report.

<u>Milestone 9.3:</u> **Complete**

The MoPSD adopted organisational structures for 57 government agencies and submitted their names along with proof to the IRM researchers. Considering the target was 16 government agencies per year, this milestone was completed. For more information, please see the 2014-2015 midterm report.

End of term: Substantial

The commitment's Milestones 9.1 and 9.3 were completed by the midterm report. As an update, the MoPSD has reviewed and developed the organisational structure of another nine institutions.[1] As for the incomplete Milestone 9.2, according to investigation by the IRM researchers and the MoPSD's progress report, the ministry has made no progress.

Did it open government?
Access to information: Did not change
Civic participation: Did not change
Public participation: Did not change

The researchers believe that the implementation of this commitment did not improve government open practices, as the entire process was internal and no citizen engagement or public face was reflected. None of the stakeholders interviewed for this report claimed to have been consulted during the process, nor had they accessed and read adequate and transparent information on the process.[2] In their opinion, since citizens also did not have the tools to monitor the process and had little available information, it was impossible for citizens to hold the government accountable.[3]

Carried forward?
This commitment was not included in the published draft of the third action plan.

[1] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015", received by the researchers, 22 August 2016, p11.
[2] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.
[3] Stakeholders Meeting, Amman, 7 October 2016.

10. Update the Civil Service Bylaw

Commitment Text:

- *Revise the Civil Service Bylaw to reflect latest developments and changes in civil service.*
- *Embed in the Civil Service Bylaw provisions concerning civil servants and civil service derived from the National Integrity System so as to limit the use of discretionary powers by civil servants and put emphasis on clear and declared procedures.*
- *Build the capacity of the Civil Service Bureau.*
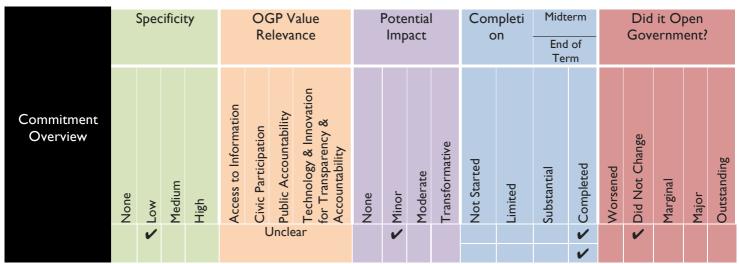
Milestone:

1. *Modifying and adopting the instructions issued according to the civil service bylaw, and conducting specialized awareness workshops for human resources to introduce the most prominent amendments on the bylaw and instructions.*

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Start date: First quarter 2014   End date: Third quarter 2014

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
		✔			Unclear					✔						✔		✔			
																✔					

(Completed column: ✔ for Midterm and ✔ for End of Term)

Commitment Aim

The commitment aims to revise the Civil Service Bylaw to reflect the latest developments and changes in civil service. It also seeks to build the capacity of the Civil Service Bureau, and modify and adopt instructions issued according to the Civil Service bylaw. It takes into consideration the provisions of civil servants and civil service of the National Integrity System.

Status

Midterm: Complete

Milestone 10.1

Jordan's current Civil Service bylaw passed in 2014, replacing the former Civil Service Bylaw of 2007. The new bylaw was put into place to deal with several new government agencies and to strengthen administrative and financial practices. The new bylaw cancels the practice of permanent government appointments, puts in place systems for evaluating employee performance, promotes equal opportunities for leadership positions, and seeks to prevent employees from using discretionary authority. The amendments address human resources bonuses and salary increases, leaves and vacations, annual raises, educational requirements, and human resources planning, as well as a number of other regulations. Moreover, the MoPSD and Civil Service Bureau created standardised guides for a number of issues, which were published on the ministry's website. Additionally, training

workshops were conducted with the Civil Society Bureau, some of which the media publicised. This commitment is thus complete.

End of term: Complete

Milestone 10.1

The commitment was completed during the midterm report. No updates were revealed to the researchers or in the MoPSD progress report.[1]

Did it open government?
Access to information: Did not change
Civic participation: Did not change
Public participation: Did not change

Amending the Civil Service bylaw was one of the government's commitments prepared earlier for OGP in 2013 and was one of the commitments of the MoPSD's strategic plan, Developing Public Sector Performance Programs, 2014–2016. The vague wording of this commitment made it difficult to assess its potential impact, as it is unclear what impact building the capacity of the Civil Service Bureau will have in improving public service delivery. At midterm, the IRM researchers considered the commitment to have minor impact. The researchers believe that the implementation of this commitment was not done in line with the OGP values, as there are neither disclosure nor any accountability procedures that could help citizens hold the government accountable. It was an entirely internal governmental process. All stakeholders interviewed did not receive any invitations to be consulted during the implementation of this commitment.[2]

Carried forward?
This commitment was not included in the published draft of the third action plan. Since this commitment has been completed and its relevance to OGP was unclear, there is no specific recommendation for a next step.

---

[1] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015", received by the researchers, 22 August 2016, p11&12.
[2] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

Section 3: Public Administration Development

11. Code of Ethics in Civil Service

Commitment Text:

Activate the Code of Ethics and Professional Conduct in Civil Service by conducting a series of training programs and awareness sessions.

Milestones:

1. *Awareness workshops for human resources managers.*
2. *Awareness workshops for heads of human resources departments.*
3. *Coordinating with the Public Administration Institute to embed the Code of Ethics' inclusions in the training courses for middle and top management, in addition to new employees.*

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Start date: First quarter 2014   End date: Third quarter 2014

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion			Midterm / End of Term	Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
Overall		✔			Unclear				✔							✔		✔			
																✔					
11.1. Human resources workshop		✔			Unclear				✔							✔					
																✔					
11.2. Embed Code of Ethics in training courses.			✔		Unclear				✔							✔					
																✔					
11.3. Coordinate with public administration to embed code			✔		Unclear				✔							✔					
																✔					

Commitment Aim

This commitment aims to activate the Code of Ethics and Professional Conduct in Civil Service. This would be done through training and awareness sessions on the Code for the human resources managers and heads of departments and by embedding the Code in training courses for middle and top management as well as new employees at the Public Administration Institute.

Status
Midterm: Complete

Milestone 11.1

The MoPSD conducted leadership capacity-building, employee orientation programs, and a workshop for nearly 110 directors of human resources (HR) from different ministries and government agencies in 2014. The MoPSD sent dated letters with the Code of Ethics to all government agencies on 13

October 2014, a letter containing the Code was sent to the prime minister on 16 October 2014, and all governmental institutions were asked to publish the Code on their websites. The workshops were also reported in the media. Thus, this milestone was deemed to be completed. For more information, please see the 2014-2015 midterm report.

Milestone 11.2

The MoPSD held workshops for HR managers in government institutions and submitted letters inviting the HR managers to attend one of the workshops on 23 April 2014 to the IRM research team. This milestone was completed before the action plan was officially submitted to OGP.

Milestone 11.3

The MoPSD incorporated the Code of Ethics into the Institute of Public Administration's training programs. The research team obtained the training plans wherein the MoPSD had submitted the employee orientation schedule that included the Code of Ethics. This commitment is considered to have been a pre-existing initiative that was completed before the release of the action plan. For more information, please see the 2014-2015 midterm report.

End of term: Complete

The commitment was completed during the midterm report. No updates were revealed to the researchers or in the MoPSD progress report.[1]

Did it open government?

Access to information: Did not change
Civic participation: Did not change
Public participation: Did not change

Improving the ethical conduct of employees in government agencies would combat lack of transparency, corruption, and the use of discretionary powers in the public sector. This commitment therefore aimed to activate the Code of Ethics and Professional Conduct in Civil Service. However, by simply holding trainings on the Code of Ethics and not including milestones regulating the implementation of the Code of Ethics or having a public face for this code, no potential impact was assessed. This is also based on the fact that this commitment was completed before the release of the action plan in October 2014. In the same context, the implementation did not change open government practices, since it was an internal government procedure and trainings were conducted for the government's human resources personnel only. No access to information, public accountability, or civic participation was part of the implementation. [2]

Carried forward?

This commitment was not included in the published draft of the third action plan. Since this commitment has been completed and its relevance to OGP was unclear, there is no specific recommendation for a next step.

---

[1] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015", received by the researchers, 22 August 2016, p12.

[2] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Manging Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

12. Institutional Capacity Building

Commitment Text:

Build the institutional capacity of human resources units in the public sector, with special focus on the following aspects:

23. Develop and adopt an operational manual containing all policies and procedures that govern the work of HR management units and guarantees transparency and fairness in the implementation of these procedures.
24. Train HR units' personnel in modern HR management and development techniques and practices.
25. Provide HR units' personnel with skills and knowledge related to the national integrity system.

Milestones:

26. Issue of HRM assessment and operational manuals.
27. Implementing the project in five pilot institutions.
28. Monitoring reports and updating the manuals.

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Start date: First quarter 2014 　　　　　　　　　　　　End date: Fourth quarter 2016

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion / Midterm / End of Term				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Completed	Worsened	Did not change	Marginal	Major	Outstanding
Overall			✔					Unclear		✔					✔			✔			
																✔					
12.1. Issue operational manuals			✔					Unclear	✔							✔					
																✔					
12.2. Five pilot projects		✔						Unclear		✔						✔					
																✔					
12.3. Monitor reports		✔						Unclear		✔			✔								
													✔								

Commitment Aim

Over the past years, citizens have complained about governmental employees' capacities and their use of discretion.[1] The aim of the commitment is to build the institutional capacity of HR units in the public sector through adapting operational manuals and provide trainings for HR personnel. This is to be specifically implemented in five pilot institutions.

Status
Midterm: Substantial

Milestone 12.1: **Complete**

The MoPSD published and distributed two manuals with the Civil Service Bureau. The MoPSD designed the guides to build the capacity of HR units across government agencies in Jordan and were published on the website of the Civil Service Bureau. In October 2014, MoPSD sent a letter to the Prime Minister's Office informing him of the completion of these manuals, and distributed them across agencies. Moreover, assessments of HR departments were done for five ministries. This milestone was completed before the release of the national action plan.

Milestone 12.2: **Complete**

The MoPSD and the Civil Service Bureau conducted a Human Resource Management (HRM) assessment of the current state of human resources departments in five government agencies: The MoPSD, the Ministry of Transportation, the Ministry of Tourism and Antiquities, the Department of Antiquities, and the Ministry of Environment. Reports on the studies were shared with the respective agencies to make changes. The government provided the IRM researchers with a sample assessment report for one of the ministries, along with a letter of the assessment and plan to the minister, dated 13 January 2015. Additionally, the MoPSD worked on training programs with eight agencies, in which they conducted four field visits each and offered technical support on the use of the manuals. Due to evidence provided to the IRM research team, this milestone is considered complete. For more information, please see the 2014-2015 midterm report.

Milestone 12.3: **Not started**

This milestone is difficult to evaluate because it is not specific and refers to actions taken on an ongoing basis. There is no clear timeline for updating the manuals. Regarding the monitoring reports, it is also unclear when these should be published or what exactly they should monitor. Follow up with the MoPSD on this milestone did not give the research team sufficient clarity to make a judgment about this milestone's progress. Hence, the IRM research team consider this milestone to be "not started."

End of term: Substantial

Milestones 12.1 and 12.2 were completed by the midterm report. No updates were revealed on Milestone 12.3 by the researcher or through the government's progress report.[2] Thus, the overall commitment is considered substantially completed.

Did it open government?

Access to information: Did not change
Civic participation: Did not change
Public participation: Did not change

During the midterm, the IRM researchers rated the commitment as having minor potential impact. More than updating manuals is necessary to impact human resources practices. The implementation did not change open government practices since it was a fully internal government procedure and trainings were held for government human resources personnel only. No access to information was made possible by transparently publishing information on the process; therefore, no public accountability was made possible and no civic participation was included in the development of the content of the manuals and updates or training programs. [3]

Carried forward?
This commitment was not included in draft of Jordan's third action plan.

---

[1] Stakeholders Meeting, Amman, 7 October 2016.
[2] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Report on the Cumulative Progress of the Open Government Initiative through December 2015", received by the researchers, 22 August 2016, p13.

[3] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Manging Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

Section 4: Enhancing the Principles of Good Governance

13. Applying the Principles of Good Governance

Commitment Text:

Applying the principles of good governance in the public and the private sectors and civil society organizations. Formulate and adopt good governance policies and programs and include them in relevant legislation to bridge gaps in this area. Promote societal and institutional awareness using all means of communication with society and institutions to ensure adoption of good governance policies.

Milestones:

1. *Develop a governance practices manual for the Public Sector.*
2. *Conduct awareness and training workshops.*
3. *Prepare Annual monitoring reports on governance in the public sector.*

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Start date: First quarter 2014　　　　　　　　　　　　End date: Fourth quarter 2016

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion / Midterm, End of Term				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
Overall		✔			Unclear					✔					✔			✔			
															✔						
13.1. Governance practices manual		✔			Unclear				✔							✔					
																✔					
13.2. Conduct training workshops		✔			Unclear					✔						✔					
																✔					
13.3. Prepare monitoring reports		✔			Unclear					✔			✔								
														✔							

Commitment Aim

This commitment aims to apply the principles of good governance in the public and private sectors and CSOs. This would be done through developing a good governance manual for the public sector, conducting training workshops, and preparing annual monitoring reports for governance in the public sector. However, "good governance" is vague and not explained, nor does it explain how the commitment will improve governance in Jordan.

Status
Midterm: Substantial

Milestone 13.1: **Complete**

In August 2014, the ministry published the *Manual for Governance in the Public Sector,* which, according to the MoPSD, stresses the importance of integrity, transparency, ethical values, and partnership for capacity building and leadership. The manual was not released to the public, but several officials in different ministries confirmed receiving and viewing it. This milestone was completed.

Milestone 13.2: **Complete**

The MoPSD provided documentary evidence that it held awareness workshops in November 2014 and January 2015. The media also covered these workshops. Thus, this milestone was completed.

Milestone 13.3: **Not started**

According to MoPSD, the ministry has prepared a method for evaluating government performance in different sectors and has begun evaluations of two sectors: The Water Sector (including the Ministry of Water, the Water Authority, and the Jordan Valley Authority) and the Labour Sector. The MoPSD did not provide the IRM researchers with a copy of the methodology. As a result, the level of completion was assessed as "not started."

End of term: Substantial

Milestones 13.1 and 13.2 were completed in the midterm report. For Milestone 13.3, the MoPSD progressed with the preparation of two reports on evaluating the governance practices: the Vocational Training Corporation, sent to the Labour Minister in December 2015,[1] and the Water Sector (Ministry of Water and Irrigation, Jordan Valley Authority, and Water Authority of Jordan) sent to the Minister of Water and Irrigation on September 2015.[2] The MoPSD stated in its progress report that it is currently working on evaluating governance practices in the labour sector, which was also published in the media.[3] Since the government has taken some steps in the implementation (but also considering the language of the milestone talks about annual assessments), the researchers believe that the status of this milestone moves from "not started" to "limited." Overall, the commitment status remains the same: Substantial.

Did it open government?

Access to information: Did not change
Civic participation: Did not change
Public participation: Did not change

During the midterm review, overall potential impact was assessed as minor, since the language of the commitment is vague, and it is unclear how the milestones would achieve good governance. Because the first milestone was completed in August 2014, prior to the release of the national action plan, impact is diminished.

Procedurally, there was little open government in this commitment. Stakeholders shared the same opinion as the researchers, and they stated that they had never been consulted by the government for any manuals or procedures regarding governance in public sector.[4] Stakeholders stated, for example, that they did not receive the MoPSD's full assessment and did not find it in the media. They stated that usually the MoPSD would send a press release to their formal news agency for dissemination.[5]

Stakeholders interviewed in the process of preparing the midterm report agreed on two things regarding this commitment. First, that the overall commitment was talking about governance in civil society, private sector, and public sector; however, looking at the milestones, it has limited the scope to the public sector.

Second, the milestones are considered very weak steps to address poor public sector governance:[6]

- In the particularly problematic area of hiring of senior officials, they identified such practices as weighting interviews over experience and education as creating room for discretion and cronyism.[7]

- The central decision-making process within a ministry was also an issue raised, along with lack of delegation of authority for the department at the governorate level. [8]

- Accountability was also tackled, as stakeholders complained about public employees avoiding disciplinary action for irregularities and use their position for personal interest, such as biased hiring.[9] In April 2016, the media published a scandalous account of illegally appointed sons and relatives of Members of Parliament in the public sector.[10]

- Regarding the manual, some stakeholders mentioned that the manuals are not gender mainstreamed. They do not provide a mechanism to improve the status of women in leadership positions, including the retirement policy as an example, given the low percentage of women at the general secretary level.[11] According to the MoPSD's recent study, women in leadership positions make up 7% of employees, compared with 45% of women employed in all positions.[12]

Carried forward?

This commitment was not included in the published draft of the third action plan.

[1] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Reports on evaluating the governance practices at the Vocational Training Corporation 10/12/2015", received by the researchers, 11 October 2016.

[2] The Hashemite Kingdom of Jordan, the Ministry of Public Sector Development, "Reports on evaluating the governance practices at the Water sector 8/9/2015", received by the researchers, 11 October 2016.

[3] "Khawaldeh and Qatameen discuss the implementation of the project; enhancing the governance practices in the labor sector," Addustour News Agency, 24 January 2016 [Arabic], http://bit.ly/2dOjWCV.

[4] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

[5] Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

[6] Stakeholders Meeting, Amman, 7 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016; Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

[7] Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

[8] Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016.

[9] Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

[10] "In Names, MPs appoint 109 relatives and sons in public jobs," Al Shaeb News Agency, 11 April 2016 [Arabic], http://bit.ly/1W6BQ5o.

[11] Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

[12] "7% of leadership positions occupied by women," Al Islah News Agency, 9 December 2015 [Arabic], http://bit.ly/2ekUAk4.

Section 5: Civil Integrity and Oversight Institutions

14. Media-Sector Restructuring

Commitment Text:

Restructuring the media sector to upgrade its performance.

Milestones:

1. *List, sort, and analyse the current roles of institutions working in the sector and specify the roles and responsibilities to be carried out by the governmental body and to distribute them among those institutions*
2. *Specify the institutions that will be exposed to merging, dissolving, change affiliation, and developing new organization structures and human resources reallocation plans*
3. *Legislation amendment proposals approved by the government*
4. *Follow up on implementation*

Responsible institution: Ministry of Public Sector Development

Supporting institution(s): Not specified

Start date: First quarter 2015 ....   End date: Fourth quarter 2015

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
Overall		✔			Unclear				✔							✔ (Midterm) / ✔ (End of Term)		✔			
14.1. Analyse media-sector institutions' roles		✔			Unclear				✔							✔ / ✔					
14.2. Specify restructured organisations		✔			Unclear				✔							✔ / ✔					
14.3. Legislation amendments	✔				Unclear				✔							✔ / ✔					
14.4. Implementation	✔				Unclear				✔							✔ / ✔					

Commitment Aim

The media sector in Jordan is partially state-owned, and private media organisations are all subject to government supervision and regulation, in addition to being licensed and registered in advance by respective government agencies. Media in Jordan is regulated by three sets of institutions: those governing print and publications, those governing audio and visual media, and those governing telecommunications and the Internet.

Having multiple agencies regulate the media sector resulted in overlapping roles and responsibilities. According to the government, clarifying the government agencies' roles and responsibilities in regulating the media sector would improve the sector's performance and reduce confusion.

This commitment aims to restructure the media sector to upgrade its performance. This would be done through studying the current roles of institutions working in the sector and the potential institution to be restructured (merged, dissolved, change in affiliation). This includes human resources reallocation plans, approving the legislation amendment proposals, and following up on implementation.

Status
Midterm: Complete

Milestone 14.1

Parliament passed the Restructuring Government Institutions Law No. 17 in April 2014, which revises the structure of several key government institutions, including those responsible for regulating the media, by merging these institutions into one umbrella organisation. This milestone was a step towards approving the amendment proposals in this regard. This milestone was considered complete even prior to the beginning of the publishing of this action plan.

Milestone 14.2

The MoPSD redistributed employees and revised several regulations under the new law. Regarding the redistribution of employees, this restructuring had already been ordered in Article 7 of the Restructuring Government Institutions Law No. 17 in 2014. This milestone was completed before the publishing of the action plan.

Milestones 14.3 and 14.4

The abovementioned legislation amendments resulted in the creation of the Restructuring Government Institutions Law No. 17. The Audio Visual Law No. 26, approved in April 2015, is another outcome of the legislative amendments. The MoPSD followed up on the implementation of these laws and the creation of the Media Commission, which is to act as an umbrella organisation merging the Audio Visual Communication Commission and the Print and Publications Bureau. The Independent Reporting Mechanism (IRM) researchers consider both milestones to be complete.

End of term: Complete

The commitment was completed during the midterm report.

Did it open government?

Access to information: Did not change
Civic participation: Did not change
Public participation: Did not change

Although the commitment was completed at midterm, stakeholders have developed a stronger understanding and opinion about what happened.

The commitment did not aim to be participatory. The commitment was undertaken with no citizen participation, did not have a public face, and did not open government. Many of the interviewed stakeholders criticised the process for not being transparent or inclusive. One individual interviewed for this report had been invited for a one-session consultation with parliament but felt their opinions were not taken into consideration,[1] and another stated that the government had not invited them for any consultation.[2]

Stakeholders noted that the restructuring process had been ongoing for last few years, especially after electronic news agencies entered the business. The role of the Media Commission (Milestone 3) was the first point of conflict. While the stakeholders felt that its role should be limited to organising the field, in practice it engages in monitoring media content, squeezing its space and violating media freedoms. There are specific complaints:

- The Commission often issues orders preventing the publication of news around a certain topic or event in advance, violating the constitution[3] that states that this is the case only if martial law or a state of emergency is declared.[4]

- The Commission also keeps the authority for licensing media outlets, which in the opinion of the stakeholders violates media freedom and does not match with international best practices. Licensing also is subject to wide discretionary authority of the employees of the commission.[5] Receiving complaints is, in the stakeholders' opinion, not the responsibility of the Commission, and violates the role of the judiciary.

- Another issue raised was regarding community radios, which are mostly non-profit organisations. Here, the Commission treated them as for-profit media outlets, making it hard for them to grow and survive, particularly regarding licensing procedures and fees.

- Additionally, interviewees were concerned that print media, electronic media, and broadcast media would receive different treatment. Specifically, the rules would require each the editor-in-chief of each print media outlet to be a member of the journalists' association. This rule does not extend to the heads of radio or TV stations.[6] In the same vein, the owner of a TV or radio station may be a non-Jordanian, while the owner of an electronic news agency must be Jordanian.[7] Also, penalties for slander are harsher for online publication than print.[8]

Given these constraints, the stakeholders raise valid concerns about the degree to which the consolidation and rationalization of functions improve public accountability and civic space.

Carried forward?

This commitment was not included directly in the published draft of Jordan's third action plan. However, two commitments were included regarding the legal framework to access information and the organizing framework for media freedom.[9] Moving forward, stakeholders[10] recommended that:

- Media commission should be independent, with the task of organising, not monitoring the sector.

- Conducting overviews of relevant media legislation. This review should be done in light of Jordan's international commitment to freedom of expression and freedom of media.

- Setting up special articles for community radios to help their growth and impact, empowering local communities.

- Setting up clear organising mechanisms that respond to the needs and requirements of online, print, and audio-visual media.

> Mai Eleimat and Dr. Amer Bani Amer are the leading founders of Al-Hayat Center for Civil Society Development, A local NGO in Jordan that works on accountability, governance, and participation. For the last 10 years, Al-Hayat Center has been a leading organisation in the local and regional level in Elections Monitoring and Parliament Monitoring and has carried out local government monitoring initiatives over the past five years.
>
> Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.

[1] Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016.

[2] Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

[3] Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

[4] The Hashemite Kingdom of Jordan, Parliament of Jordan, "The Constitution of 1952 updated as of 2012", article 15 http://bit.ly/2ejc9OE.

[5] Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

[6] Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016.

[7] Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad. Interview with IRM researchers, 16 October 2016.

[8] Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

[9] The Hashemite Kingdom of Jordan, the Ministry of Planning and International Cooperation, "Draft of OGP third action plan for public commenting", October 2016, p. 6,7,8, 12,13 [Arabic], http://bit.ly/2dkp3gS.

[10] Daoud Kuttab, Managing Director, Community Media Network, Interview with IRM researchers, 16 October 2016; Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad, Interview with IRM researchers, 16 October 2016; Nidal Mansour, Director, Center for Defending Freedom of Journalists, Interview with IRM researchers, 16 October 2016.

METHODOLOGICAL NOTE

To prepare this report, the research team used two main methods: conducting online desk reviews, offline research, and document analysis, including the government's own self-assessment reports, and conducting personal interviews with relevant stakeholders. The researchers held four interviews with media organisations that are very active in Jordan. Additionally, the researchers held one stakeholders meeting that focused on engaging community-based organisations and members of local municipalities in remote areas as well as organisations from Amman that serve the less privileged areas. Online and offline communication with Ministry of Public Sector Development (in charge of plan implementation) was also a source of information for the researchers, where the ministry provided evidences of implementation. All documents received from the government were cited in this report and can be found on the following link: http://bit.ly/2elE8QG.

Stakeholders' meeting, Amman, 7 October 2015

1. Abd Al-Hai Habashneh, Osamah Al-Mufti Sociocultural Foundation, Karak.

2. Dr.Zakaria Issa, The Northern Vilages Foundation, Irbid.

3. Ashraf Frehat, Future Association, Ajloun.

4. Ghada Al-Qasem, All Jordan Youth Commission, Aqaba.

5. Shareif Al-Omari, Tomorrow Youth Center, Aqaba.

6. Mohammad Al-Hajjawi, Dot Association, Amman.

7. Ghada Al-Shabtat, Al-Naba Al-Khaled Women Association and Municipal Member, Al-Tafileh.

8. Amal Shabsough, The Chichan Women Caritable Association, Sweileh-Amman.

9. Dr.Majed Radawneh, Madaba Cultural Forum, Madaba.

10. Ahmad Hajaj, Social Activest, Zarqa.

11. Eman Nseirat, Nashmiat Watan Association, Zarqaa.

12. Dabieh Al-Ghzawi, Al-Shamaa Charitable Association - Northern Aghwar.

In-Person Interviews 26 September &16 October 2016.

1. Nidal Mansour, Director, Center for Defending Freedom of Journalists

2. Mosab Al Shawabkeh, Director of the Investigative Journalism Unit, Amman Net & Radio Al Balad.

3. Daoud Kuttab, Director Manger, Community Media Network.

4. Ashraf Frehat, Engineering Officer, National Information Technology Center at Jerash, Ministry of Information & Communication Technology

مركز الحياة لتنمية المجتمع المدني
AL HAYAT CENTER
FOR CIVIL SOCIETY DEVELOPMENT

RASED راصد

Open
Government
Partnership