Independent Reporting Mechanism

Midterm Review: Jordan 2021–2025



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Overview

In December 2021, Jordan submitted a four-year action plan to the Open Government Partnership (OGP). At the midpoint, Jordan took stock of the action plan's progress and context after two years of implementation. Based on this reflection, Jordan submitted a refreshed action plan in August 2024. This IRM document reviews the refreshed action plan, the status of implementation at the midpoint, and alignment with the minimum requirements under the OGP Participation & Co-Creation Standards.²

The refresh process for Jordan's fifth NAP was participatory and inclusive. The Open Government Unit (OGU) in the Ministry of Planning and International Cooperation (MOPIC) launched the process in April 2024 with an open call for public submissions to the refresh process. Joint working groups reviewed and finalized submissions. OGU published outputs of the refresh process on the Jordan OGP website.³ In the future, the IRM recommends that OGU publish the timeline for the entire process with information on opportunities to participate at least two weeks before it commences. This will enable Jordan to meet all the minimum requirements under the OGP Participation and Co-Creation Standards.

No commitments were added or significantly amended. The OGP Point of Contact noted that this was in part due to the fact that development of the sixth action plan was expected to begin within a year of the refresh.⁴ However, new milestones were added to Commitments 1, 2, 4 and 5 on e-participation, integrity standards, and youth policy. The amendments build on existing milestones and align with IRM recommendations in the Action Plan Review to ensure implementation is participatory and endorsed by civil society organizations.⁵

Government ministries, civil society, and independent public institutions met during the first two years to discuss implementation progress and the refresh.⁶ Jordan's OGP multi-stakeholder forum (MSF) met annually in 2023 and 2024. OGU explained that the forum did not meet in 2022 as the search for funding opportunities was ongoing and no substantive progress had been made.⁷ However, annual meetings with a wider group of government and civil society actors were held to review the plan. Additionally, smaller groups periodically convened to discuss specific commitments. The IRM recommends the MSF to meet at least every six months to collectively strategize around implementation challenges and resource mobilization.

Jordan's fifth national action plan (NAP) is on track to be completed by June 2025.8 All six commitments are progressing with the majority of original milestones completed.

- In July 2024, Jordan was removed off the Financial Action Task Force (FATF) grey list
 after almost three years on it since October 2021.⁹ The government has planned
 measures to stay off the list, including new milestones in Commitment 1. As
 recommended in the IRM Action Plan Review, several activities are being implemented in
 collaboration with civil society organizations (CSOs).
- Implementation of Commitment 3 on mainstreaming gender in public service has advanced beyond the initial milestones.
- Commitments 4 and 5 faced a lack of funding for their foreseen online platforms. Funding
 was secured for Commitment 4 but was still pending for Commitment 5 at the time of
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• In the Action Plan Review, the IRM evaluated Commitment 6 on public participation in capital investment projects to have the greatest level of ambition. Progress has been made towards creating channels for local civic participation. However, no projects had been piloted by December 2024.¹⁰ The IRM recommends that, at minimum, one project is piloted by June 2025 for the commitment to fulfill its potential.

https://ogp.gov.jo/Ar/NewsDetails/ التخطيط والتعاون الدولي تنشر نتائج تحديث الخطة الوطنية الخامسة مبادرة شراكة الحكومات ال/2021 يشفافة 2021202 في التخطيط والتعاون الدولي تنشر نتائج تحديث الخطة الوطنية الخامسة مبادرة المحكومات المحكومات

¹ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership, accessed 1 November 2024: https://ogp.gov.jo/EBV4.0/Root_Storage/AR/1_plan_5/Fifth_OGP_NAP_2021-2025 REFRESH Outcome Report (1) (1).pdf.

² "OGP National Handbook – Rules and Guidance for Participants (2024)," Open Government Partnership, 11 April 2024, https://www.opengovpartnership.org/documents/ogp-national-handbook-rules-and-guidance-for-participants-2024; "OGP Participation and Co-Creation Standards," Open Government Partnership, 24 November 2021, https://www.opengovpartnership.org/ogp-participation-co-creation-standards.

³ "(2021–2025)" [Ministry of Planning روزارة التخطيط والتعاون الدولي تنشر نتائج تحديث الخطة الوطنية الخامسة لمبادرة شراكة الحكومات الشفافة (2021–2025)" [Ministry of Planning publishes outcomes of the Open Government Partnership 5th National Action Plan refresh process," Jordan Open Government Partnership, 25 August 2024,

⁴ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), correspondence with IRM Researcher, 10 December 2024.

⁵ "IRM Action Plan Review: Jordan 2021–2025," Open Government Partnership, 18 January 2023, https://www.opengovpartnership.org/documents/jordan-action-plan-review-2021-2025.

^{6 &}quot;منتدى أصحاب المصلحة المتعددين," [Multi-Stakeholder Forum], Jordan Open Government Partnership, accessed 7 December 2024, https://ogp.gov.jo/Ar/List/منتدى أصحاب المصلحة المتعددين.

⁷ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), interview by IRM Researcher, 13 November 2024.

⁸ "The Fifth National Action Plan 2021–2025 under the Open Government," Ministry of Planning and International Cooperation, December 2021, https://www.opengovpartnership.org/documents/jordan-action-plan-2021-2025.

⁹ Rayya Al Muheisen, "Jordan taken off grey list, triumphs in fight against financial crimes," Jordan Times, 17 November 2023, https://jordantimes.com/news/local/jordan-taken-grey-list-triumphs-fight-against-financial-crimes.

¹⁰ "Detailed Executive Plan for Commitment 6," Ministry of Planning and International Cooperation Open Government Unit, unpublished document shared with the IRM.

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Section I: Action Plan Refresh

No commitments were added or significantly amended in Jordan's refreshed national action plan (NAP). Milestones were added under four commitments that increase civil society's involvement in implementation. While positive, these new activities build on existing milestones and therefore do not notably change commitments' level of ambition.

New milestones added to Commitments 1, 2, 4, and 5 increase opportunities for government and civil society to carry out reforms collaboratively.

- Commitment 1 seeks to strengthen the financial accountability of civil society organizations (CSOs) to address Financial Action Task Force (FATF) recommendations. Three milestones were added to institutionalize good governance practices within CSOs through voluntary policies and manuals. New milestones will be implemented in collaboration with CSOs specialized in integrity and transparency. Challenges in the existing partnership between government and CSOs will be assessed and an action plan to address these challenges will be developed.¹
- **Commitment 2** on e-participation in decision-making has two new milestones aimed at increasing CSO engagement. These include building CSOs' capacity on global standards for e-participation and forming an alliance with CSOs to promote the use of the unified platform developed under this commitment.
- **Commitment 4** on youth participation has three new milestones, all related to the virtual youth center.
- **Commitment 5** on enhancing integrity at the national level adds two new milestones aimed at increasing CSOs' role in developing good governance practices and expanding CSO outreach at local level.

These new milestones were identified through a participatory process. At the beginning of the refresh process, OGU posted a public call on Jordan's OGP website and the ministry's social media platforms for new commitment and milestones proposals.² OGU categorized and presented the proposals to the NAP Focal Point Committee,³ comprising all government agencies involved in implementation. OGU held a workshop for all individuals and organizations who submitted suggestions and CSOs who participated in the development of the fifth NAP. During the workshop, a joint working group of government focal points and CSO representatives for each commitment reviewed and finalized the new milestones.⁴ OGU then posted outputs of the refresh process, including the refreshed NAP, on Jordan's OGP website.⁵

OGU responded by email to individuals and CSOs who submitted the forty-four proposals for the refreshed action plan.⁶ However, It was decided not to add commitments or make major changes as co-creation for the sixth NAP was expected to commence within less than a year after the refresh in 2025.⁷ OGU shared suggestions that were not included in the refreshed NAP with the relevant government agencies for consideration in other plans.⁸

Some suggestions were not adopted as they were being addressed elsewhere, such as a proposal to address violence against women, particularly election violence, cyber harassment, and bullying during election period. The Independent Election Commission has a hotline dealing with election complaints and has a gender component in its outreach activities. Another suggestion requested the appointment of one government point of reference for CSO registration instead of two (Registry of Societies and Companies Control Department). This

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suggestion requires legislative amendment, which is currently being undertaken by a designated committee.¹⁰ Finally, a suggestion to establish a training institute for CSOs was not added for lack of funding but will be considered in the future.

https://ogp.gov.jo/Ar/NewsDetails/ التخطيط والتعاون الدولي تنشر نتائج تحديث الخطة الوطنية الخامسة مبادرة شراكة الحكومات ال/2021 في المنافة 2021202 شفافة 2021202

¹ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), interview by IRM Researcher, 13 November 2024.

[&]quot;,فتح باب الدعوة لكافة اصحاب المصلحة ومؤسسات المجتمع المدني لتقديم مقترحاتهم بخصوص تحديث الخطة الخامسة لمبادرة شراكة الحكومات الشفاف" 2 [Open call for all stakeholders for public submissions to update Jordan's Fifth National Action Plan], Jordan Open Government Partnership, 8 April 2024,

https://ogp.gov.jo/Ar/NewsDetails/ المصلحة والمهتمين لتقديم مقترحاتهم بخصوص تحديث الخطة الخامسة/https://ogp.gov.jo/Ar/NewsDetails المعادرة شراكة الحكومات الشفافة

³ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership, accessed 1 November 2024: https://ogp.gov.jo/EBV4.0/Root_Storage/AR/1_plan_5/Fifth_OGP_NAP_2021-2025 REFRESH Outcome Report (1) (1).pdf.

⁴ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership.

^{2021–2025) &}quot;,وزارة التخطيط والتعاون الدولي تنشر نتائج تحديث الخطة الوطنية الخامسة لمبادرة شراكة الحكومات الشفافة (2021–2021)" 5 " [Ministry of Planning publishes outcomes of the Open Government Partnership 5th National Action Plan refresh process," Jordan Open Government Partnership, 25 August 2024,

⁶ "Preliminary suggestions matrix for the 5th NAP," Ministry of Planning and International Cooperation Open Government Unit, Unpublished document shared with the IRM.

⁷ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), correspondence with IRM Researcher, 10 December 2024.

⁸ Alkayed, interview.

⁹ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership.

¹⁰ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership.

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Section II: Implementation Update

This section provides an overview of the implementation status of the action plan at the midpoint. It is based on information available online or, if necessary, on evidence provided by key stakeholders. It includes commitments identified as promising in the Action Plan Review, submitted under the Open Gov Challenge, or where there is notable evidence of progress online. This is not an assessment of completion or early results, which the IRM will carry out in the Results Report at the end of the implementation period.

All six commitments were at an advanced level of implementation as of October 2024, with all milestones either completed or underway. Jordan's OGP website includes articles on individual milestones, including invitations to bid,⁴ policy documents,⁵ and workshops.⁶ In addition, information on commitments are covered by local news websites⁷ and TV stations.⁸ Positively, OGU has engaged civil society in carrying out milestones through posting opportunities to participate on Jordan's OGP website, and utilizing social media for wider outreach.⁹ OGU has also held CSO consultation and outreach activities outside the capital.¹⁰ One main challenge at the beginning of implementation was a lack of sufficient funding to develop the interactive online virtual youth center (Commitment 4) and accountability training (Commitment 5) platforms.¹¹ Funding for the virtual youth center was later secured while funding for the accountability training platform was still pending at the time of review.¹²

Implementation of Commitments 3 and 6, which were identified as promising in IRM Action Plan Review, are underway. Commitment 3 seeks to mainstream gender consideration across public sector policies, strategies, and planning. The target number of five gender audits under Commitment 3 has been met and three additional ministries were added. Gender Units in the five ministries were trained and are following up on audit action plans. Work is ongoing on a policy compliance system to encourage gender mainstreaming in the public and private sectors. Commitment 6 seeks to establish participatory approaches to public capital investment projects. Methodologies and training to engage local stakeholders in the design and impact assessment of investment projects were completed. However, the last milestone on implementing mechanisms for participation was still not achieved. No projects were piloted to test methodologies at the time of writing. According to OGU, three projects are being considered, including a project on the environment.

¹ Progress under this section covers the period between January 2022 and October 2024.

² "Jordan Open Government Partnership," Ministry of Planning and International Cooperation, accessed 1 November 2024, https://ogp.gov.jo/Default/Ar.

³ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership, accessed 1 November 2024: https://ogp.gov.jo/EBV4.0/Root_Storage/AR/1_plan_5/Fifth_OGP_NAP_2021-2025 REFRESH Outcome Report (1) (1).pdf.

^{4 &}quot;قارينية متخصصة للمشاركة الالكترونية" [Ministry of Digital Economy مروزارة الاقتصاد الرقمي والريادة تستقطب عروض من الخبراء المهتمين لتطوير مادة تدريبية متخصصة للمشاركة الالكترونية" و A "Ministry of Digital Economy and Entrepreneurship is seeking experts interested in developing training material on e-participation], Jordan Open Government Partnership, 23 May 2024,

https://ogp.gov.jo/Ar/NewsDetails/وزارة الاقتصاد الرقمي والريادة تستقطب عروض من الخبراء المهتمين لتطوير مادة تدريبية متخصصة للمش

⁵ "وزارة الإدارة المحلية تطلق نتائج التدقيق التشاركي للنوع الاجتماعي," [Ministry of Local Administration launches outcomes of the gender audit], Jordan Open Government Partnership, 28 March 2023, https://ogp.gov.jo/Ar/NewsDetails/CC.

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^{6 (}هيئة النزاهة ومكافحة الفساد تعلن نتائج مؤشر النزاهة الوطني" [Integrity and Anti-Corruption Commission launches results of the National Integrity Index], Jordan Open Government Partnership, 18 April 2023,

^{7 &}quot;لقاءً في الطفيلة حول آلية التقدم للمنح الأجنبية." [Meeting in Tafileh on application process for foreign funding], Jordan News Agency, 28 November 2023, https://petra.gov.jo/Include/InnerPage.jsp?ID=264275&lang=ar&name=news.

⁽Invitation for public rough) ",فتح باب التعليقات العامة على الدليل الإرشادي للمنظمات غير الهادفة للربح كيف تحيي منظمتك من مخاطر تمويل الارهاب" و comments on draft CSO anti-terrorism manual], Jordan Open Government Partnership, 26 December 2022, https://ogp.gov.jo/Ar/NewsDetails/كيف تحمي/etals/الارهادي للمنظمات غير الهادفة للربح تحت عنوان كيف تحمي/etals/ منظمتك من مخاطر تمويل الارهاب مناطر تمويل الارهاب الرهاب المناطقة المنا

^{10 &}quot;عقد جلسة تشاورية للقطاع الاكاديمي وأصحاب المصلحة حول بوابة المشاركة الإلكترونية." [Workshop with academic institutions in the southern region on e-participation platform], Jordan Open Government Partnership, 13 December 2022, https://ogp.gov.jo/Ar/NewsDetails/عقد جلسة تشاورية للقطاع الاكاديمي وأصحاب المصلحة حول بوابة المشاركة الإلكترونية/

¹¹ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), interview by IRM Researcher, 13 November 2024.

¹² Alkayed, interview.

¹³ "Detailed Executive Plan for Commitment 3," Ministry of Planning and International Cooperation Open Government Unit, Unpublished document shared with the IRM.

¹⁴ "Detailed Executive Plan for Commitment 6," Ministry of Planning and International Cooperation Open Government Unit, unpublished document shared with the IRM.

¹⁵ Alkayed, interview.

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Section III: Participation & Co-Creation

The IRM uses the OGP Participation and Co-Creations Standards to assess countries' participatory practices throughout the action plan cycle. Countries are encouraged to aim for the full ambition of the standards and to meet the minimum requirements.

Table 1. Alignment with minimum requirements at the midpoint

Minimum requirement	Met?
1.1 Space for dialogue: Jordan's OGP Multi-Stakeholder Forum (MSF) maintains the same composition of government, civil society, and independent bodies, representing all three regions of Jordan since 2015. ³ The MSF met in October 2023 ⁴ and July 2024. ⁵ Meeting agenda, minutes, and a presentation of national action plan (NAP) implementation progress were posted on Jordan's OGP website. ⁶ In addition, members of the MSF and representatives of other government agencies and CSOs attended workshops for individual commitments where OGU presented on Jordan's membership in OGP and progress on all commitments of the fifth NAP as detailed in 5.1 below.	Yes
2.1 OGP website: Jordan's OGP website is active and maintained regularly. Content includes information on OGP, current and previous NAP documents, implemented reforms, Jordan OGP news, news on milestones, information on the MSF and other NAP committees, as well as opportunities for public participation.	Yes
2.2 Repository: Jordan's OGP website serves as the repository. Documents on the co-creation process are available, ⁸ including calls to participate and submit suggestions, meeting agendas, minutes, and photos.	Yes
3.1 Advanced notice: Neither OGU nor the MSF published an overall timeline on the process to refresh the action plan and opportunities to participate at least two weeks prior to the start. However, OGU announced on the OGP website and social media when the two-week window to submit proposals for the refreshed action plan opened on 8 April 2024. OGU also shared updates on the remainder of the process with CSO participants through correspondence well as during workshops.	No
4.1 Reasoned response: OGU documented, categorized, and presented all suggestions submitted by the public at a stakeholders' workshop on 2 June 2024. OGU invited all individuals who submitted suggestions to attend the workshop and published a workshop report online and sent it to anyone who submitted suggestions.	Yes
5.1 Open implementation: Meetings with CSOs were held in twice in 2022 (June and November), four times in 2023 (February, July, October, and December), and twice in 2024 (June and July). Meetings were held to finalize commitments' detailed executive plans in June 2022 ¹³ as well as review NAP progress in July ¹⁴ and October 2023 ¹⁵ and the refresh process in June and July 2024. ¹⁶ Meetings were also held for individual commitments where progress on commitments were presented and CSOs were given the opportunity to comment. ¹⁷ These include workshops in November 2022 ¹⁸ as well as February, ¹⁹ October, ²⁰ and December 2023. ²¹	Yes

This brief was written by IRM researcher Hadeel Saadeh in collaboration with IRM staff and externally reviewed by Slobodan Milic.

¹ "OGP Participation and Co-Creation Standards," Open Government Partnership. 2021. https://www.opengovpartnership.org/ogp-participation-co-creation-standards/; Open Government Partnership National

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Handbook 2024. https://www.opengovpartnership.org/documents/ogp-national-handbook-rules-and-guidance-for-participants-2024/.

- ² "IRM Guidelines for the Assessment of Minimum Requirements," Independent Reporting Mechanism, 2022. https://www.opengovpartnership.org/wp-content/uploads/2022/05/IRM-Guidelines-for-Assessment-of-Minimum-Requirements 20220531 EN.pdf.
- ³ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), correspondence with IRM Researcher, 25 November 2024.
- ⁴ "Multi-Stakeholder Forum Meeting 15 October 2023," Jordan Open Government Partnership, 15 October 2023, https://ogp.gov.jo/Ar/NewsDetails/f.
- ⁵ "Multi-Stakeholder Forum Meeting 30 July2024," Jordan Open Government Partnership, 30 July 2024, https://ogp.gov.jo/Ar/NewsDetails/ نظم الوطني لمبادرة شراكة الحكومات الشفافة للاطلاع على نتائج تحديث الخطة الخامسة/ 20212025.
- 6 "Multi-Stakeholder Forum Minutes of Meeting and Attendance List 15 October 2023," Jordan Open Government Partnership, 15 October 2023, https://ogp.gov.jo/EBV4.0/Root_Storage/AR/
 Annex Plan 5 consultation/2023 -10 15 محضر اجتماع فريق العمل الوطنى الأحد 15 10 2023, https://ogp.gov.jo/EBV4.0/Root_Storage/AR/
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- ⁷ "Jordan Open Government Partnership," Ministry of Planning and International Cooperation, accessed 1 November 2024, https://ogp.gov.jo/Default/Ar.
- ⁸ "News Jordan Open Government Partnership," Jordan Open Government Partnership, accessed 1 November 2024, https://ogp.gov.jo/ar/modules/news.
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- . فتح باب الدعوة لكافة اصحاب المصلحة والمهتمين لتقديم مقترحاتهم بخصوص تحديث الخطة الخامسة لمبادرة شراكة الحكومات الشفافة
- ¹⁰ "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership, accessed 1 November 2024: https://ogp.gov.jo/EBV4.0/Root_Storage/AR/1_plan_5/Fifth_OGP_NAP_2021-2025 REFRESH Outcome Report (1) (1).pdf.
- ", وزارة التخطيط والتعاون الدولي تعقد ورشة عمل لأصحاب المصلحة ومؤسسات المجتمع المدني لتحديث الخطة الخامسة لمبادرة الحكومات الشفافة" 11 [Workshop to review public submissions for the refresh process], Jordan Open Government Partnership, <a href="https://ogp.gov.jo/Ar/NewsDetails/وزارة التخطيط والتعاون الدولي تعقد ورشة عمل لأصحاب المصلحة ومؤسسات المجتمع المدني لتحديث/المجارية المحاورة الحكومات الشفافة الخامسة لمبادرة الحكومات الشفافة ...
- ¹² "Jordan Fifth OGP NAP (2021–2025) Refresh Outcomes Report," Jordan Open Government Partnership.
- 13 "2025 2021 أرعقد ورشة عمل لمناقشة الخطط التنفيذية لالتزامات الخطة الوطنية الخامسة لمبادرة شراكة الحكومات الشفافة 2021 2025 (Workshop to finalize commitment executive plans under Jordan's fifth National Action Plan], Jordan Open Government Partnership, 23 June 2022, https://ogp.gov.jo/Ar/NewsDetails
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- ¹⁵ "Multi-Stakeholder Forum Meeting 15 October 2023," Jordan Open Government Partnership.
- ¹⁶ "Multi-Stakeholder Forum Meeting 30 July 2024," Jordan Open Government Partnership.
- ¹⁷ Suhair Alkayed (Open Government Unit, Ministry of Planning and International Cooperation), interview by IRM Researcher, 13 November 2024.
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- 19 ",وزارة الشباب تعقد ورشة عمل مع مؤسسات المجتمع المدني والقطاع الخاص للتشاور حول الاستراتيجية الوطنية للشباب," [Ministry of Youth holds consultations on national youth strategy], Jordan Open Government Partnership, 14 February 2022,
- https://ogp.gov.jo/Ar/NewsDetails/عقد ورشة عمل مع مؤسسات المجتمع المدني والقطاع الخاص التي تقدم خمات وبرامج لفئة الشباب (Ministries of Digital Economy المشاركة الالكترونية" 20 أوزارة الاقتصاد الرقمي بالشراكة مع وزارة التخطيط تعقد ورشة عمل للتشاور حول وثيقة مبادئ المشاركة الالكترونية" (Ministries of Digital Economy and Planning hold consultations on e-participation policy), Jordan Open Government Partnership, 17 October 2023, https://ogp.gov.jo/Ar/NewsDetails/المشارر حول وثيقة مبادئ المشارر حول وثيقة مبادئ المشاور حول وثيقة مبادئ المشارر المعلم المشاور حول وثيقة مبادئ المساورة المتعادل المتعاد
- ²¹ "CSO Registry and Company Control Department hold a workshop on CSO financing in Petra," Jordan Open Government Partnership, 12 December 2023, https://www.ogp.gov.jo/ar/Pages/activityDetails/18259.