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بتمويل من الاتحاد الأوروبي

Agulhas
Applied Knowledge

Independent Monitor's Assessment Report

Jordan Compact and Brussels meetings

Report Number 1 (First quarter 2019)

Final: 7 March 2019

This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of Agulhas Applied Knowledge and do not necessarily reflect the views of the European Union.

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Foreword

This report presents the Independent Monitor's Assessment being undertaken by Agulhas Applied Knowledge of the commitments made by the Government of Jordan and the International Community under the Jordan Compact and at subsequent Brussels meetings in 2017 and 2018. This is a narrative report on progress to date against the indicators in the Monitoring and Assessment Framework, which should be read in conjunction with this report, supplemented by qualitative assessments by the Independent Monitor.

The report assesses performance against commitments made and also against the outcomes that these commitments were intended to produce. Further assessment reports will be produced in August and December 2019.

The report includes an overview of findings and recommendations and an assessment of progress. It follows the same structure as the Monitoring and Assessment Framework:

- **Economic**
 - Livelihoods
 - Trade and investment

- **Social**
 - Education
 - Health
 - Social Protection

- **Protection**

- **Partnership**
 - Financial support (humanitarian, budget and programme)
 - Aid quality and effectiveness

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Executive Summary

The Jordan Compact and subsequent Brussels meetings have created a unique international co-operation agreement between the Government of Jordan (GoJ) and the International Community (IC). This innovative and effective approach has enabled Jordan to continue providing a global public good by hosting Syrian refugees in peace and security with access to basic services and some economic opportunities. Eight years into the crisis, there are 671,551 Syrian refugees in Jordan registered with UNHCR¹. The Jordan Response Plan has provided a framework for support to host communities alongside refugees. Donors have provided high levels of financial support. These achievements have taken place during a challenging period for the Jordanian economy, which pre-dates the crisis but has also been exacerbated by it, including by the closure of borders with two of Jordan's main export markets, Syria and Iraq; major fiscal consolidation linked to IMF programmes; disruptions to the supply of Egyptian gas, which powered 90% of Jordan's electricity; slow growth within the global economy and the impact of regional instability on investment and exports.

The commitments by both GoJ and IC under the Jordan Compact and in subsequent Brussels meetings recognised the considerable burden assumed by Jordan in hosting Syrian refugees and the direct and indirect costs this imposes on its economy. The Compact identified that Syrian refugees also have the potential to contribute to Jordan's economic growth. GoJ agreed to reform labour markets to remove barriers to Syrians accessing work and to provide basic services for Syrian refugees. In return, IC promised financial support in the form of grants and concessionary financing to support Jordan's macroeconomic framework, host communities and Syrian refugees. Improved access to EU markets for Jordanian exporters, coupled with reforms to the business environment and investment, were expected to deliver hundreds of thousands of jobs and improved wellbeing for both Syrian refugees and Jordanians, and to make a positive contribution to the Jordanian economy.

What has gone well?

The Compact and subsequent Brussels meetings have been a successful partnership between GoJ and IC based on reciprocal commitments. The Compact has succeeded in increasing international financial assistance for Jordan to meet part of the cost of hosting Syrian refugees and to support the direct provision of essential services for them. Increased financing has helped Jordan to address the pressure on its national resources, while not fully meeting the needs or aspirations of GoJ. GoJ has undertaken a range of reforms of labour markets and the business environment that have benefitted both Syrian refugees and the Jordanian economy.

¹ UNHCR Syria Regional Response: Jordan (Online Data)

Most Syrian refugees have been registered and issued with Ministry of Interior (Mol) cards, including through a special regularisation scheme. Labour market liberalisation has given Syrian refugees greater access to work, particularly in the agriculture, manufacturing and construction sectors, despite increased pressure in the labour market for Jordanians. Extensive cash transfers have been provided to refugees by IC. Very high levels of school enrolment for primary-age Syrian children have been achieved. The EU and Jordan signed, and have since expanded, an agreement to simplify rules of origin for Jordanian exports to the EU market. IC has found new ways to provide concessional support to Jordan. GoJ has continued the process of fiscal consolidation and regulatory reform linked to IMF programmes and in close consultation with IC.

Where could things have been better?

Growth in Jordan has been about 2% per year over the past three years, and unemployment is about 18%. Results of improved trade access to EU markets have been disappointing, which is evident from low levels of additional exports and jobs created for both Syrians and Jordanians. Financial support from IC fell slightly in 2018, with increases in humanitarian and budget support categories, but a substantial reduction in resilience funding to benefit Jordanian host communities. Foreign investment has remained flat since 2015 and fallen in 2018. There are continuing barriers to employment of Syrians, especially in skilled occupations. The labour market is characterised by high levels of informality and declining working conditions in some sectors for both Syrians and Jordanians². Labour market participation rates for women are very low, in part linked to social norms. Changes in policy, driven by fiscal constraints, have raised costs and reduced access to health services for Syrian refugees over the past year. Educational outcomes remain low by international standards and there are high dropout rates above 15 years old.

Finally, the Compact and subsequent Brussels meetings have not given adequate attention to some important areas. Jordan ranks very low on global gender indices and there has been very little attention given to disability. There are significant concerns about violence against women in Jordan and child marriage amongst Syrian refugees. There is limited dialogue on protection issues. Important data is often not available or is unreliable, and different sources of data are not consistent.

Beneficiary feedback

A range of beneficiary consultation exercises were undertaken both inside and outside refugee camps in advance of the Brussels III meeting. The focus of these beneficiary sessions was to identify areas of concern, gaps in service provision and challenges experienced by Jordanian and Syrian participants, in order to adapt and improve programming. During the course of the

² Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

discussions, participants acknowledged the significant efforts made by GoJ and IC to establish their legal status and to provide services, while highlighting areas for improvement. Jordanians expressed some concerns about preferential treatment of Syrian refugees by IC. Refugees were generally positive about the conditions they have experienced in Jordan, and did not have plans to return to Syria over the next year. On livelihoods, the key concerns that they raised were the continuing significant legal and practical barriers to obtaining employment, including for skilled workers, and to establishing businesses. Concerns were also raised about the quality of education and the costs and quality of healthcare. It is intended to expand these beneficiary consultations with involvement from both GoJ and IC for future rounds of monitoring.

Recommendations

The report makes recommendations for further action under two main headings:

- Measures to improve monitoring and assessment including target setting, a strong focus on results and enhancing data availability, consistency and accuracy; and
- Measures to help achieve commitments, which will draw together existing plans and commitments into a future monitoring framework, with particular focus on:
 - Development of policy dialogue and agreed action to reach commitments.
 - Further development of decent job opportunities for Jordanians and Syrian refugees.
 - Greater emphasis on gender, youth and disability issues, including reforms of the Labour Code for women's economic empowerment.
 - Reforms in health and education to promote equitable access and quality services for Jordanians and Syrians.
 - Enhanced dialogue on protection issues.
 - Sustainable long term funding from IC, aligned to GoJ priorities that recognises the continuing presence of Syrian refugees in Jordan.

Although this report primarily focuses on performance over the past three years, it is expected that the Monitoring and Assessment Framework will be used for future monitoring. There will therefore need to be a process for agreeing targets for indicators in the Framework.

1. Introduction

The Jordan Compact was adopted at the “Supporting Syria and the region” conference in London in February 2016, and was strengthened and expanded at the "Supporting the future of Syria and the region" conferences held in Brussels and hosted by the European Union in April 2017 and April 2018. It was a new, holistic approach agreed between the Hashemite Kingdom of Jordan and the International Community (IC) to deal with the Syrian refugee crisis. The 2015 census estimated that there were 1.265 million Syrians resident in Jordan, of whom 953,289 self-identified as refugees³. There are 671,551 Syrians registered as refugees with UNHCR as at January 2019. The Minister of the Interior has issued 33,865 Syrians with identity cards in a comprehensive regularisation exercise over the past eighteen months. Hosting the Syrian refugees has placed severe stress on Jordan’s economy, public services and fiscal position. The Compact recognises both the humanitarian and development needs of the refugees and the heavy burden for Jordan of hosting them. This is recognised as a global public good provided by Jordan on behalf of the international community as a whole.

The Compact is being implemented in a challenging and evolving regional context. Jordan's economic growth has fallen to just over 2% during the past three years, down from an average of 2.7% between 2010 and 2016. Jordan's total foreign debt reached \$35 billion in 2016, up from \$19 billion in 2011, which was equivalent to 93% of GDP. The Government of Jordan (GoJ) and IC agree that GoJ support for the refugees and international financial assistance need to transition to a more sustainable footing, with more use of country systems and a longer-term development focus, backed by continuing international financial support. At the Brussels II Conference, the parties agreed to encourage this shift through processes that strengthen national capacities, ownership and leadership, whilst continuing to provide humanitarian and protection support.

There have been over one hundred commitments made by GoJ and IC at the three conferences. They include quantitative targets, process-based commitments and mutual undertakings, requiring action by both GoJ and IC. The next Brussels conference will be held on 12-14 March 2019. This Independent Monitor’s Report reviews progress on delivering the commitments made at these conferences, the difference that they have made for Syrian and Jordanian communities and the challenges that have been encountered.

³ The 2015 Household and Population Census estimated that there are 1.265 million Syrians resident in Jordan of which 953,289 identified themselves as refugees.

2. Overview of the Syria crisis in Jordan⁴

Eight years into the Syria crisis, more than 5 million Syrian refugees are still living in Jordan and other neighbouring countries. Many face growing vulnerability, as their savings, assets and resources are exhausted. Of 671,551 registered refugees in Jordan, around 126,000 live in camps, while the remainder have settled in urban and rural areas, primarily in northern governorates and in Amman.

The Syria crisis occurred in a context where Jordan's economy labour market and provision of social services were already under strain following the 2008 financial crisis and regional conflicts. The Syria crisis has placed further strain on the country's economy and infrastructure, putting pressure on all sectors including education, health, housing, water, municipal services and electricity supply. It exacerbated underlying challenges in Jordan including the quality of education, unemployment, the business environment and the role of women in society. Jordanians are acutely aware of the impact of the crisis on their daily lives, particularly in host communities where the pressures on local services, natural resources and the labour market are highest.

Since its onset in 2011, GoJ has estimated the direct cost of the Syria crisis on Jordan at \$11 billion. This is supported by World Bank analysis in 2016⁵, which put the costs of hosting Syrian refugees in Jordan at \$2.5 billion per year. These figures include the costs of providing education, health, water and other services to refugees, as well as subsidies on electricity, materials and goods, in addition to security costs.

3. The independent monitoring process

At the Brussels II Conference in April 2018, GoJ and IC agreed to 'identify the best modality to assess progress against mutual commitments made in London and Brussels'. This reflects a commitment in the Jordan Compact for 'co-hosts and others to work with the GoJ to put in place... a mechanism for implementing, communicating and monitoring the commitments on both sides'.

The next regional conference is scheduled for 12-14 March 2019. The Humanitarian Development Partner Group, represented by a Project Co-ordination Team consisting of the Government of Jordan (GoJ), the European Union, the United Nations and the Jordan INGO Forum, identified the need for a Monitoring and Assessment Framework to be developed in advance of that conference, with an assessment of progress to date against priority commitments and a process for tracking progress in the future. They have therefore

⁴ Jordan Response Plan, 2019, [link](#)

⁵ World Bank, Quarterly Economic Brief, February 2016

commissioned Agulhas Applied Knowledge, under a contract funded by the European Union, to review the monitoring data currently being generated, work with stakeholders to develop a Monitoring and Assessment Framework, prepare an independent monitoring report on progress to date, and act as an Independent Monitor on an ongoing basis.

The present report summarises the outcome of the first phase of this work. Alongside the Monitoring and Assessment Framework, it is intended to serve as a basis for continued policy dialogue between the GoJ and its international partners both at, and following, this year's conference. The report consists of an overall assessment, more detailed assessments within each of the sectors and a proposed way forward. Each of the assessments include sections on what has gone well, where things could have been better and, where relevant, a selection of beneficiary feedback from the consultation exercises. Further assessment reports by the Independent Monitor are planned for August and December 2019, which are planned to include expanded beneficiary exercises undertaken by GoJ and IC.

4. Overall assessment

The Jordan Compact and subsequent Brussels meetings have created a unique international framework for co-operation between the GoJ and IC. This innovative and effective approach has helped to enable Jordan to host over 650,000 Syrian refugees registered with UNHCR, in peace and security with access to basic services and economic opportunities. The Jordan Response Plan has provided a framework for support to be given to host communities alongside refugees.

The Compact and subsequent commitments have been reciprocal in nature. Donors have provided high levels of financial support, given Jordan's status as a Middle Income Country, both to refugees and to resilience programmes for host communities impacted by the refugee crisis, at levels moderately above the average funding response to humanitarian appeals worldwide⁶. Increased financing has helped to significantly relieve the pressure on Jordan's resources. Financial support from IC has fallen slightly in 2018, with a notable reduction in resilience funding to benefit Jordanian host communities, partly offset by an increase in budget support.

GoJ has undertaken a series of reforms that have benefitted both Syrian refugees and the overall economy. Most Syrian refugees have been registered and issued with Ministry of Interior (Moi) cards, including through a special regularisation scheme. Labour market liberalisation has given Syrian refugees greater access to work, particularly in the agriculture, manufacturing and construction sectors, despite increased pressure in the labour market for

⁶ The average Appeal response in 2018 was 60.5% (see data from OCHA, 2018, [link](#))

Jordanians. Economic participation rates for women remain very low, however. Very high levels of school enrolment for primary-age Syrian children have been achieved. GoJ has continued the process of fiscal consolidation and regulatory reform linked to IMF programmes and in close consultation with the World Bank and international donors.

Outcomes from these actions have been mixed. Growth in Jordan has been about 2% per year over the past three years, and unemployment is about 18%. Results of the simplified rules of origin agreement with the EU have been disappointing, with low levels of additional exports and jobs created. Foreign investment has remained flat since 2015, and fallen in 2018. The labour market is characterised by high levels of informality and declining working conditions in some sectors for both Syrians and Jordanians⁷. There are continuing barriers to employment of Syrians, especially in skilled occupations. Labour market participation rates for women are very low, in part linked to social norms.

Changes in policy, driven by fiscal constraints, have raised costs and reduced access to health services for Syrian refugees over the past year. Educational outcomes remain low by international standards and there are high dropout rates for Syrians above 15 years old. There are significant concerns about violence against women in Jordan and child marriage amongst Syrian refugees. There is limited dialogue on protection issues. Challenges remain in data availability and accuracy and there is need for clearer target setting for future monitoring.

5. Implementation of commitments

5.1 Economic - Livelihoods

Summary of commitments

- **200,000 job opportunities to be provided for Syrian refugees, subject to conditions laid out in the detailed commitments**
- **Labour market reform to remove, where possible, barriers to working for Syrian refugees without competing with Jordanians**
- **IC support for livelihoods, employment creation and skill matching programmes**
- **IC and GoJ to support women's empowerment and labour market participation**
- **Promoting livelihoods and decent work for Jordanians and Syrian refugees**
- **Create a clear framework for the establishment of businesses including joint ventures**

⁷ Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

The Jordan economy and labour market faced many challenges before 2011. The core of the Jordan Compact was the recognition that the Syria crisis also created an opportunity. GoJ would undertake labour market reforms to promote overall economic growth and employment. Access to work opportunities for Syrian refugees would lead to improved income and wellbeing for refugees, and their economic participation would make a positive contribution to the Jordanian economy. IC would provide financial support both to enhance Jordan's macroeconomic stability and to finance the needs of refugees.

Achievements: What has gone well?

The core commitment of creating 200,000 job opportunities has been monitored primarily through the annual number of work permits issued by the GoJ, which was 45,649 in 2018, up from 36,790 in 2016⁸. This included flexible work permits in the agriculture and construction sectors. These figures offer some measure of job opportunities in the formal sector, but the recent Fafo study⁹ suggests that, for Syrian refugees, employment in the informal sector¹⁰ is at least twice the level of formal employment. The Ministry of Labour estimates Syrian employment in the informal sector at even higher levels¹¹. New approaches are needed to give a more accurate assessment of job opportunities for Syrian refugees.

Formalisation of labour is of some benefit to Syrians in terms of protection and potential access to health and social security benefits. GoJ has taken a range of measures to promote engagement in the labour market, including:

- Waiving permit fees, which at the time could cost more than \$500;
- Excluding Syrians refugees from the 25% reduction of migrants under the National Empowerment and Employment Programme in the manufacturing sector;
- Allowing agricultural and construction workers to obtain flexible permits through the cooperatives and trade union;
- Allowing people inside the camps to work outside them;
- Removing social security registration as a condition for issuing work permits, replacing it with the life injuries policy certificate in construction; and
- Allowing short-term work permits (less than six months).

IC has responded with technical assistance both at the government and community level. Support has been provided to the Ministry of Labour in processing work permit applications

⁸ Ministry of Labour report, "Syrian Refugee Unit Work Permit Progress Report: July 2017", and "MOPIC Jordan Compact Summary Update", 14 January 2019.

⁹ Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

¹⁰ Ibid

¹¹ Ministry of Labour interview, 11/2/19

through a dedicated Syria Crisis Unit, as well as through the establishment of eleven employment centres to provide services to Syrian refugees and Jordanians. Two centres were also established in Azraq and Za'atari refugee camps. Donor funding has also enabled training and work opportunities for refugees and Jordanians, including support for employment programmes through skills development and matchmaking. 2,600 Syrian and Jordanian workers were provided with refresher training and occupational licenses in the construction sector and 15,000 beneficiaries engaged in cash for work in camps.¹²

In summer 2017, GoJ decided to allow the registration of joint ventures between Syrians and Jordanians. In November 2018, in recognition of the low take-up of that model, the GoJ changed the regulation to allow Syrian-only Home Based Businesses (HBBs) to be registered. HBBs are well suited to the employment needs of women refugees, but for Syrians outside the camps these are limited to only three sectors and may require further licensing before businesses can operate. 471 HBBs had been registered as at June 2018, with 362 of these owned by women¹³. Syrians have not, as yet, registered any HBBs. GoJ expects that the impact of these changes will take time and will depend on increased investment in awareness raising.

Where could things have been better?

Labour force participation rates for Jordan as a whole are low, and remained largely unchanged between 2014 and 2018, going from 60% to 57% for men, and from 13% to 16% for women. Syrian participation rates have risen over the same period from 52% to 59% for men, and from 6% to 7% for women. The number of work permits being issued to Syrian refugees seems to have plateaued: 45,649 were issued in 2018, against a target of 90,000 agreed with the World Bank under the Programme for Results (P4R), with only 4.5% of permits being issued to women¹⁴.

For Syrian refugees there are other barriers to employment in the formal sector. Skilled Syrians are not allowed to practice their professions in closed occupations including doctors, engineers and teachers, because of the availability of skilled Jordanians in such occupations. Limiting the Syrian workforce to low-skill positions represents a missed opportunity and fails to harness the experience of Syrian refugees. Further reforms are needed to address constraints on Syrians working in a range of sectors.

Syrian women refugees in camps state that they are not willing to work in factory jobs because of lack of accessible opportunities for decent work. They highlight problems of long hours, low pay, lack of day-care and inadequate and expensive transportation. There are also strong social norms and family pressures that limit women's willingness and ability to work outside

¹² Jordan Response Plan, 2018-2020, p. 29, [link](#)

¹³ PMU Jordan Compact Update (February 2019)

¹⁴ World Bank implementation Status and Results Report: Economic Opportunities for Jordanians and Refugees P4R (P159522), 7 January 2019

the home and family environment. Work permits for women have been very low (varying between 4% and 8% of the total, although this may have risen during the first quarter of 2019).¹⁵ While home-based businesses may provide livelihoods, the cost of licensing, at JOD 300,¹⁶ as well as additional costs of transportation and start up, could be prohibitive for company owners. In addition, refugees have confirmed that work permits are sometimes used for reasons for other than employment such as moving from one place to another.

Many thousands of Syrians have benefited from “Cash for Work” programmes in the camps, but employment opportunities created by donor-funded programmes do not offer long-term sustainable occupations. There are examples of high levels of female employment in cash-for-work schemes in the camps, but these are unusual in the context of very low overall female labour-market participation rates.

Decent work has not been achieved in many factory locations¹⁷. The labour market is characterised by high levels of informality and declining working conditions in some sectors for both Syrians and Jordanians.¹⁸ Some Syrian refugees are subject to exploitation. Beneficiary consultations highlighted cases of harassment and not being paid as per initial agreement. Very few Syrian refugees have access to social security, maternal leave, sick leave, regular working hours and day care, and believe that they need additional support to use existing complaints mechanisms, such as through the Ministry of Labour, to obtain redress against employers.

Beneficiary feedback on Livelihoods

Key Achievements:

- The Government of Jordan has facilitated Syrian’s access to work permits, including flexible work permits in the construction and agricultural sectors, and Home-Based Businesses, which has increased their opportunities for employment.
- Work permits have allowed Syrians refugees within camps to work outside the camps.

Ongoing Challenges:

- Training: Need for better needs assessments and less duplication
- Cash for work: Employment opportunities do not offer long-term work; there are limited opportunities for refugees over 35 years of age.

¹⁵ ILO data (to be confirmed)

¹⁶ UNHCR presentation, January 2018

¹⁷ See, for example, Susan Razzaz “A challenging market becomes more challenging”, ILO, 2017, [link](#)

¹⁸ Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

- Work permits: Some refugees apply for work permits to enable them to move in and out of camps, rather than to access formal employment.
- Exploitation: Refugees are at risk of exploitation outside the camps and are sometimes not paid for jobs. They have weak access to legal support.
- Women: Social norms, lack of day care and transportation the main barriers to women joining the workforce for both Syrians and Jordanians.
- Home-based businesses: The main hurdles are start-up funding, access to the raw materials and marketing opportunities.

5.2 Economic - Trade and Investment

Summary of commitments

- **Tariff-free access to EU markets based on revised Rules of Origin linked to employment of 15% of Syrians in factories in Special Economic Zones (whole country since 2018)**
- **IC to provide technical support to GoJ and firms to take advantage of these opportunities**
- **IC to promote increased investment and support for investment promotion**
- **Improved business environment, including predictable regulatory framework through GoJ reforms**

The Jordan Compact set out to create mutual benefits in the areas of trade and investment. An article by Collier and Betts in 2015¹⁹ had suggested the potential for Syrian refugees to be employed in export industries, coupled with enhanced access to EU markets for Jordanian manufactures. The EU undertook to relax its Rules of Origin for Jordanian exports, lowering the requirement for local value-added for firms in Special Economic Zones employing at least 15% Syrian refugees. It was expected that this would lead to a significant increase in exports for Jordan to the EU, more employment for both Syrians and Jordanians, and an enhanced basis for Jordan's future industrial development and export expansion.

At the same time, GoJ promised to improve the business and investment regulatory environment. Combined with investment promotion by both GoJ and the IC, it was expected that this would encourage an increase in foreign and local investment in Jordan, potentially

¹⁹ Paul Collier and Alexander Betts "Help Refugees help themselves" Foreign Affairs Nov/Dec 2015, [link](#)

leading to economic growth and the creation of hundreds of thousands of job opportunities for Jordanians and Syrians.

Achievements: What has gone well?

EU commitments on Rules of Origin and trade access were delivered in 2016, initially to firms in the 18 Special Economic Zones, and now covering the whole of Jordan following enhancements in 2018. GoJ has made progress in reforming the business environment, including competitiveness and investment law, ownership and fiscal reforms. As of February 2019, 16 companies have applied for registration to export under the new Rules of Origin and 13 were approved. Collectively, these have over 1,000 employees, 28% of whom are Syrians. Donors have provided support for capacity building programmes for the private sector, as well as for the government.

GoJ has undertaken business environment reforms, leading to an increase in Jordan's ranking in the Doing Business Index from 118/190 in 2016 to 103/190 in 2017, although this fell back slightly to 104/190 in 2018. GoJ has organized the Firm-Level Assistance Coordination Group to align donor-funded and implemented activities that provide direct technical support to Jordan's manufacturing community. The IC has undertaken various initiatives to promote trade with, and investment in, Jordan. The most ambitious of these is the London Initiative, led by the UK Government, which was launched in February 2019 and has the potential to enhance investment and private sector growth over its projected five-year life.

Where could things have been better?

Despite these initiatives and good intentions, the trade and employment impact from relaxed Rules of Origin and enhanced EU market access has been very limited - 1,019 total jobs and 281 Syrian jobs created and €19.2 million²⁰ in exports since July 2016 - in the context of the total exports of goods to the EU from Jordan of €0.4 billion in 2017²¹. This is because the Rules of Origin initiative did not adequately take into account the lack of interest of some Syrians to work in manufacturing, constraints on employment of Syrians in factories and the capacity of firms to meet the quality and marketing standards required for exports to Europe. Several factories noted the difficulties they had finding Syrian refugees to work in manufacturing and many indicated a high turnover rate among Syrian refugees. Refugees need better incentives to seek formal employment, including flexible work hours, transportation and day-care facilities. Many Jordanian factories are SMEs and family-run businesses and the cost is too high for these businesses to scale-up the quality and quantity of production required to be competitive in the European market. The latest agreement on Rules of Origin in December 2018 specified a target of 60,000 active work permits, after which the benefits of the scheme

²⁰ MOPIC reporting February 2019

²¹ Source: EC Trade Report, <http://ec.europa.eu/trade/policy/countries-and-regions/countries/jordan/>

would be available to all companies in Jordan, irrespective of Syrian employment. This approach maintains a focus on the figure for work permits, which is not an accurate measure of job opportunities.

Despite efforts to link Syrians to employment opportunities, willing refugees still find it hard to find employment in factories, while factories find it difficult to find and retain Syrian employees and prefer to hire contract migrant labour. For Syrian women who come from agricultural areas of Syria, manufacturing work is unfamiliar, and it is uncommon for women to work outside the home. Women have found it particularly difficult to work in Special Economic Zones, which have a poor public reputation for working conditions²². They may benefit from the extension of the scheme to the country as a whole, if this leads to opportunities for decent work that are more accessible to their homes.

Finally, timescales for impact were very optimistic. If the scheme is to be successful, donor support is needed either to support new entrants in the market, or to help existing companies to meet quality standards and to develop marketing strategies. This firm-level support is needed within a longer-term perspective of at least ten years. Various schemes are under development in this regard and donor co-ordination will be required to prevent programming overlap.

Foreign investment remains low (\$1.7 billion in 2017) and has not risen for the past three years, exacerbated by the regional political and economic turmoil. Initial data suggests levels fell in 2018. There are continuing weaknesses in the business regulatory environment, which are now being addressed under a five-year reform plan that the GoJ has been developing with support from the World Bank, and which provides a basis for future monitoring of actions.

Overall export levels have also stagnated, although there has been a small increase in exports to Europe. The garments sector has significant potential for regional exports, but it is important to consider whether Jordan's comparative advantage lies in manufacturing. Jordan cannot generally compete on cost for manufacturing and needs to explore niche products. The London Initiative has a strong focus on service sectors, which seem more likely to attract investment and new jobs. If these are to add to employment opportunities for Syrian refugees, it will be important to ensure that firms in these sectors offer decent work for all, which is also open to Syrians.

²² Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

5.3 Social - Education

Summary of commitments

- **Increased Syrian enrolment in formal education, with free public education provided to at least 140,000 Syrian children in 2016 and 190,000 at the end of 2017. (These targets overestimated the number of Syrian children and have been revised downwards).**
- **Opportunities for free certified education for every child to achieve the ambition of all Syrian children in education**
- **Predictable, multiyear funding and technical support from IC**

Education has been a pillar of the Jordan Compact process over the last three years. It was recognised early on that providing universal education for Syrian refugees would require substantial financial support. This also provided opportunities to strengthen the overall Jordanian education system for the benefit of both Jordanians and Syrians. The aim was for enrolment and quality of education to be increased, leading to improvement in skills and learning outcomes of students and improved job opportunities for all communities. This would also require measures to tackle violent behaviour in schools, to reduce dropout levels, and to improve the quality of education. IC also promised investment in school facilities and expansion of infrastructure (number of schools) to reduce overcrowding and improve access and equity. For individuals, educational achievement leads potentially to employment opportunities and positive impact on the community by decreasing rates of child labour and early marriage.

Achievements: What has gone well?

The Education Strategic Plan and Common Results Framework, which are both in line with the Human Resource Development Strategy, were prepared which are inclusive of not only Syrian refugees, but also other vulnerable residents in host communities. Syrian children have been allowed to enrol in school, even when they do not have identification. As at June 2018, 129,809 Syrian children were enrolled in school, against a target of 130,000²³ (99.9% met). This has risen in the 2018-19 school year to 134,121²⁴, an increase of 3.3%. 204 double shift schools opened in 2018²⁵ for Syrian pupils to improve access to education. In collaboration with its partners, the Ministry of Education launched its catch-up and dropout programmes, where out-of-school students can access non-formal education, and which serve as a pathway to certification. 40% of those enrolled graduated from the catch-up programme. There is a

²³ Ministry of Education, Common Results Framework

²⁴ Jordan Response Plan 2019, [link](#)

²⁵ Ministry of Education and MOPIC, Education Common Results Framework

gender balance of enrolled children in early childhood, primary and secondary schools, both in camps and host communities.

Over the past year, four new schools were constructed in camps, and new teachers and administrative staff were appointed in order to reduce the overcrowding of classrooms and improve teacher-pupil ratios. This aimed to achieve increased access and a better quality of education and was in line with the birth rate in the camps. From 1,320 teachers and 200 administrators in camp schools in year 2017-18, the number increased to 1,501 teachers and 219 administrators in schools and 114 teachers and 11 administrators in kindergartens in 2018-19. The EU Regional Trust Fund in response to the Syrian crisis currently funds the increased number of staff²⁶. As at May 2018, 234 “Makani centres”, providing informal (life skills) education, have supported 101,000 children (52% Syrians, 44% Jordanians, 4% others) in 235 locations. Currently, the number of centres has been reduced as a result of shortage of funding.²⁷

MoE with partner support have implemented a national programme to end violence in schools, which has resulted in documented decreases in violence by teachers and administrators over the past five years. Physical violence dropped from 23% in 2014-2015 to 17% in 2016-2017, and verbal violence dropped from 34% to 24% in 2017-2018.²⁸

Sustainability of funding for schools in camps and school shifts in host communities instituted in response to the Syria crisis is being addressed through a multi-donor account, which is increasing overall funding to the education sector. Donors have also supported education in camps and provided technical support to the MoE. In the refugee camps, there are currently, 32 schools in Za’atari camp, 4 in the Emirati camp and 15 in the Azraq camp.²⁹

Where could things have been better?

Providing education for Syrian refugees has placed considerable pressure on the national education system and has halted previous efforts for reform. GoJ has not had adequate infrastructure to address the expansion of the system and it has had to open additional double shift schools to meet these needs, which has had an impact on the quality of education. These challenges will have long-term effects. Current systems do not allow these impacts to be fully quantified and need further support.

The focus has been on enrolment, which has been very positive at the primary school level, but there is very low participation above Grade 10. Age-specific enrolment rates for Syrian

²⁶ Action Document for the EU Regional Trust Fund in Response to the Syrian crisis Operational Board, [link](#)

²⁷ Ibid

²⁸ Ministry of Education, Online Survey results 2018

²⁹ Action Document for the EU Regional Trust Fund in Response to the Syrian crisis to be used for the decisions of the Operational Board

refugees in 2017 ranged from 99% of under-11s, to 48% of 15 year olds and 15% of 16 year olds³⁰. Donor funds have not been fully aligned to national educational priorities and vulnerability status. The long-term future of two-shift schools is unclear, given concerns over shorter lessons and overcrowded classes. Little progress has been made on school construction and expansion. Quality of education remains a challenge and is not yet being well measured. Violence in schools remains high, although it has been reducing significantly. There are problems with insufficient and under-qualified teachers.

Dropouts are due to transportation issues, family reliance on child labour, and low perception of the quality of schooling, with boys also reportedly dropping out due to violence (harassment and bullying) and girls due to early marriage. Dropout numbers need to be monitored accurately by the MoE to ensure a fair picture of the net numbers of children enrolled. Double shifting has negative impacts for those in the second shift, primarily Syrian refugees in host communities. In some schools where Syrian children go to the evening shift, parents fear for girls returning home after later classes. In other schools, boys go to later classes and parents in beneficiary feedback sessions complained of lower quality of education. There has been limited focus on disabilities in the education sector and it is currently not possible to know how many disabled children are out of school.

Overall youth engagement is low, with 29% of 15-24 year olds “Not in Education, Employment or Training” (NEET) in 2015³¹, which was amongst the highest in the world. This is particularly acute for young women, for whom the figure is 44%, and the data provides evidence that many girls are graduating from schools and colleges but not then entering the labour market. This has not been adequately addressed under either the livelihoods or education sectors.

The percentage of children experiencing verbal or physical violence in schools has shown steady and considerable decline. However, boys continue to experience rates of violence high above the rate for girls, a factor that contributes to the drop out of adolescent boys.

Beneficiary feedback on Education

Key Achievement:

- The Government of Jordan has established a number of schools for all educational stages inside and outside camps, including kindergartens.
- Increasing access through double shift schools.

³⁰ Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

³¹ ILO, “School to work transition”, 2015

Ongoing Challenges:

- Access: Principals sometimes refuse to register Syrian students in schools.
- Qualifications: Fear that Jordanian certificates may not be recognized in Syria.
- Quality of education: Some teachers in camps are inexperienced.
- Classrooms: Classrooms are overcrowded and sometimes lack heating and sanitation.
- Double shift school system: Children attending the afternoon shift have shorter shifts (2 to 5pm), and they do not get recess or time to eat.
- Bullying: Bullying in schools was reported as a problem, especially between Syrian and Jordanian students.

5.4 Social - Health

Summary of commitments

- **Provide Syrian refugees with equitable access to national health care systems**
- **Apply best practices and lessons learnt from other sectors (especially education) to the health sector**

Health has featured in the Compact since the Brussels II conference, reflecting its high importance to both Jordanians and Syrians. The aim of GoJ has been to provide Syrians with access to the national health care system to improve their health outcomes and at the same time strengthen health services for all. This also provides the opportunity to review the public health system and develop a long term strategy which will make health services more consistent, equitable and focused on priority needs, to ensure better health outcomes. The IC and GoJ agree that applying best practices from education and social protection will improve health system efficiency and outcomes.

Achievements: What has gone well?

Jordan has strong primary health services. Issuing of MoI cards opened access for Syrian refugees to affordable healthcare through the public system. 87% of Syrian refugees who received consultations for acute illness were “very” or “rather” satisfied with the health care

they received³². Some health outcomes are improving. Anaemia in children, for example, fell from 12.6% in 2012 to 10.5% in 2017, while the equivalent figures for women were 7.3% and 6.7%, with Syrians only just above national averages³³.

Gender disaggregated data is generally available. Indicators of maternal health indicate a strong performance of the health system for women. The percentage of women receiving antenatal care from a skilled provider was above 95% in 2018 for both Jordanian and Syrian women.³⁴ Women in refugee camps, however, complained about a lack of female doctors.

Donors are well organised in the health sector. The creation of a multi-donor account modelled on the education account is a positive measure and response to the commitment of learning lessons between sectors. New donors are coming in to support the multi-donor account. The EU's funding of the costs of "vaccinations for all" will free budget for the GoJ to fund other priorities. Inclusion of health in the last Brussels conference was a positive development.

Where could things have been better?

The introduction of a health policy in February 2018 that required Syrians to pay 80% of the non-Jordanians' rate³⁵ has had a significant impact on their access to health, and led to negative coping mechanisms. It led to at least a tripling of costs at point of use in the public system, and an increase in out of pocket expenditure. The proportion of Syrians needing health services in the previous month who sought them in the public sector fell from 78% in 2016 to 45% in 2018.³⁶ First visits to GoJ hospitals by Syrians fell from 28% in 2016 to 14% in 2018 and second visits from 57% in 2016 to 9% in 2018.³⁷ It is expected that GoJ will reverse this policy in 2019, subject to donors providing adequate financing.

The IC has responded by providing more healthcare through NGOs, but the strengthening of parallel structures for health assistance (covering 50% of Syrians) has created unsustainable mechanisms, which do not support national health systems. The system is very fragmented, with a large number and variety of providers. Access varies significantly between regions. MoH data only covers people accessing public health structures. It is estimated that 40% of people use public health and 60% use private health facilities and therefore MoH data is not representative. There is a lack of data on private health.

³² Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#), NB This was undertaken prior to the policy change that increased the cost of healthcare to Syrian refugees in February 2018

³³ Department of Statistics 2012. Jordan Population and Family Health Survey 2012; Department of Statistics 2018. Jordan Population and Family Health Survey 2017-2018

³⁴ Ibid

³⁵ They were previously paying 20% of the non-insured Jordanian rate.

³⁶ Awaiting publication of UNHCR 2018 data

³⁷ Awaiting publication of UNHCR 2018 data

A strategy on health that covers both insured and non-insured Jordanians and foreigners is needed. Agreement on what the package for basic insurance should look like has been cited as potential for positive development and step towards universal health coverage. Funding is currently skewed towards emergency assistance. Non-communicable diseases and other primary causes of death are underfunded. Some secondary and tertiary services are available, although disability and mental health have been identified as gaps. Vested interests discourage information sharing among clinics and health providers, making prospects for developing an integrated health strategy very challenging.

Beneficiary feedback on Health

Key Achievements:

- The increase in numbers of refugees with MoI cards has facilitated significantly better access to healthcare.
- The National Vaccination program includes Syrian children.
- The motherhood and childhood centres have been particularly effective. Refugees are provided with health education and awareness raising through these centres.

Ongoing Challenges:

- Access: In host communities, getting MoI cards increased access to healthcare for Syrian refugees, but a change in policy in February 2018 made the cost prohibitive, leading to refugees not seeking care and using pharmacies and other private sector facilities for diagnosis and treatment.
- Disabled and Elderly People: Issues with access to health facilities for the disabled and the elderly were reported in camps and host communities.
- Staff and medication: In both Azraq and Za'atari camps, people reported a lack of doctors and medication as key challenges.

5.5 Social - Social Protection

Summary of commitments

- **Social protection was highlighted as a sector to address in Brussels II**
- **IC and GOJ to maximise use of cash support as an efficient and effective modality**
- **This sector also encompasses significant gender issues related to child marriage,**

women's vulnerability and violence against women

A focus on poverty and vulnerability is intended to meet the needs of the most marginalised members of both Jordanian and Syrian communities. Cash support is expected to lead to reduced levels of poverty and enable greater resilience.

Achievements: What has gone well?

The JRP (2018-20) notes that monthly, multipurpose cash assistance programming reached an average of 143,000 Syrian refugees and 5,800 Jordanians per month (with 87% of recipients being women and children), while 18,225 Syrian households received non-food item kits. In addition, cash and vouchers for food from the World Food Programme reach over 500,000 beneficiaries. Vulnerability assessments are regularly undertaken for both the Syrian refugees (by UNHCR) and for Jordanian populations (by the Ministry of Social Development). GoJ is expanding the National Aid Fund with World Bank support with an extra 25,000 households targeted in 2019 and an overall goal of 178,000 households to be reached. UN agencies and NGOs have expanded cash programming with donor support to provide wide coverage of Syrian refugees. Multi-purpose cash programmes are generally well co-ordinated, but there is poor co-ordination between the major UNHCR and WFP programmes.

Where could things have been better?

There are two parallel social protection systems in operation, for Jordanians and Syrian refugees, with different vulnerability assessments and benefits packages. Further planning is needed to ensure sustainable support to all vulnerable people in the long term. Child marriage amongst Syrians is a significant social problem. The level of child marriage amongst 14-year-old Syrian girls in 2018 was 14%³⁸. The rate of 15-19 year old girls and young women that have given birth or are pregnant was 4.5% in Jordan in 2012, but has risen to 5.3% in 2018, with Jordanians falling to 3.1%, but Syrians at 27.8%³⁹. These issues are being highlighted by civil society, but there is no suitable forum for Jordanian NGOs to express their views.

Levels of violence against women, including sexual harassment and domestic abuse, are high by international standards. In 2012, the percentage of women reporting violence in their lifetime was 34.3% and in the last 12 months was 12.6%.⁴⁰ More men need to be engaged in addressing this issue.

Comparisons on poverty and vulnerability between Syrians and Jordanians are difficult due to different systems of assessment and data discrepancies. Recent surveys (Labour Market

³⁸ Fafo, The living conditions of Syrian refugees in Jordan, 2019, [link](#)

³⁹ Department of Statistics 2012. Jordan Population and Family Health Survey 2012; Department of Statistics 2018. Jordan Population and Family Health Survey 2017-2018

⁴⁰ Source: Demographic and Health Survey 2012

Survey and Household Income and Expenditure Survey) now exist covering both Syrians and Jordanians, which will allow the creation of a national poverty line. 96% of Syrian households were classified as highly or severely vulnerable in 2017 – up from 92% in 2014⁴¹, in part driven by rising levels of debt. Social security enrolment of Syrians is very low.

Beneficiary feedback on Social protection

Key Achievements:

- The social environment in Jordan has been safe for refugees in host communities.
- Awareness programmes have had an impact, with women and children feeling more empowered to stand up for their rights.

Ongoing Challenges:

- Debt: Refugees reported falling into debt and using negative coping mechanisms, such as selling food to pay for healthcare, child marriage and begging.
- Gender based violence: Cases of violence against women for both Jordanians and Syrians are significant and under-reported
- Social cohesion: Social tension is higher in areas with poor infrastructure, limited access to public services or limited employment opportunities.

5.6 Protection

Summary of commitments

- **GoJ to expand registration and regularisation of Syrian refugees to achieve comprehensive registration**
- **GOJ facilitating returns that are consistent with International Humanitarian Law and the principle of non-refoulement**
- **GoJ to provide necessary documentation to Syrian refugees**
- **IC to provide increased resettlement and pathways to third countries**

Protection of refugees is at the core of the Jordan Compact. Registration has been designed to extend protection to Syrian refugees by establishing their legal status and provide a pathway

⁴¹ UNHCR (Online data)

to employment. The provision of documentation was prioritised to allow Syrians to return to Syria at the appropriate time when conditions allow.

Achievements: What has gone well?

Jordan continues to host large numbers of Syrian refugees, totalling 671,551 in 2018, as registered with UNHCR, up by 3.5% from 655,629 in 2017. GoJ has issued 707,941 MoI identity cards cumulatively by 2018 establishing legal status, up from 472,259 in 2016. This exceeds the registered number of refugees due to some double counting and the registration of 33,000 non-refugees lacking legal papers. A regularisation exercise over the past year has reduced the numbers of unregistered refugees by 33,865 as at January 2019. Documentation has been extensively provided for Syrians including certificates for births, marriages and deaths.

Where could things have been better?

Key issues for refugees include shelter and health, which take a high proportion of their disposable income. Female-headed households face additional challenges. Security issues have precedence over protection issues for GoJ in some situations. Regular weekly meetings are held between the Ministry of the Interior and UNHCR to discuss refugee and protection issues, but donors would welcome a broader process of dialogue on protection issues, including sensitive issues which are not widely discussed. UNHCR has adopted a “One refugee” approach, which implies that the needs of refugees from other nationalities should also be recognised on an equal footing with Syrian refugees.

Numbers of refugees need to be re-assessed and confirmed as people fail to claim benefits. This number is believed to be significant. Despite an IC commitment to increase resettlement opportunities, these have been limited and the numbers resettled to third countries have fallen from 17,956 in 2016 to 4,243 in 2018.⁴²

Present conditions in Syria are not conducive for voluntary repatriation in safety and dignity. When these conditions have substantially changed, voluntary repatriation could be facilitated through co-ordination between GoJ, UNHCR and the Government of Syria. More opportunities are needed for resettlement in, and other pathways to, third countries.

Beneficiary feedback on Protection

Key Achievements:

⁴² UNHCR Resettlement data (Online data)

- Registration is free and widely available. Most people have MoI cards, which allow Syrians to have work permits and access to health services.
- Documentation for births, deaths and marriages are available.

Ongoing Challenges:

- Returns: Refugees reported not intending to go back to Syria because they have nothing to go back to, protection concerns are high, the cost of acquiring documentation at the Syrian embassy is prohibitive, and education qualifications may not be recognised.

5.7 Partnership - Financial support

Summary of commitments

- **Financial support to Jordan Response Plan maintained at 2016 level**
- **Macroeconomic support to Jordan to address budgetary and balance of payments challenges**
- **Project funding to meet specific commitments**
- **Macroeconomic support to Jordan to address budgetary and balance of payments challenges**
- **Project funding to meet specific commitments**

Financial support from IC provides support to GoJ budgets to facilitate the provision of services for Syrians and Jordanians and also provides direct assistance to humanitarian and development projects. Sustainable and predictable support from the IC allows a full range of GoJ services for the benefit of both refugee and host communities.

Achievements: What has gone well?

Donors have provided high levels of financial support, given Jordan's status as a Middle Income Country, both to refugees and to resilience programmes for Jordanians, at levels moderately above the average funding response to humanitarian appeals worldwide⁴³. Increased financing has helped to significantly relieve the pressure on Jordan's resources, while not fully meeting its needs or aspirations. Donor funding, as reported by MOPIC, increased markedly after the 2016 meeting, reaching a peak of \$1.7 billion in 2017. Donor

⁴³ The average Appeal response in 2018 was 60.5% (see data from OCHA, 2018, [link](#))

reporting, based on different definitions of pledges and disbursements compared with GoJ, suggests that total disbursements in 2016, 2017 and 2018 exceeded the commitments made by donors. Budget support has grown to \$507 million in 2018, up from \$307 million in 2017.

Reported JRP (MOPIC) and Donor (Development Initiatives) Figures (USD, millions)			
JRP data on Grants	2016	2017	2018
Budget Support	385.0	306.8	507.1
Humanitarian (or Refugee Support)	600.6	653.7	716.7
Resilience	646.7	758.4	362.8
Total Grants	1,632.3	1,718.9	1,586.7
JRP funding requirement	2,675.90	2,650.0	2,483.0
% Covered by grants	61.0%	64.9%	63.9%
Development Initiatives data	2016	2017	2018 (to Sept)
Pledged	1027	482	411
Contributions	1529	960	721
Percentage pledges met (%)	148.9	199.2	175.4

Jordan has undertaken two IMF programmes. In August 2016, Jordan and the IMF agreed to a \$723 million Extended Fund Facility, building on the three-year, \$2.1 billion IMF program that ended in August 2015, with the goal of helping Jordan correct budgetary and balance of payments imbalances. Jordan has benefitted from a range of Macroeconomic Financial Assistance not linked to the Syria Crisis. The IMF mission to Jordan in 2019 made a positive assessment of progress under the current three year Extended Fund Facility arrangement⁴⁴, but has linked its recommendation to the IMF Board for disbursement of a further tranche of support to the provision of additional grant funding from IC. Various pledges were made at the London Initiative and the situation will be reviewed after the Brussels III meeting.

Where could things have been better?

Both sets of data (JRP Financial Updates and Development Initiatives Brussels Conference tracking reports) suggest that aid levels have fallen slightly in 2018. JRP data states that funding for the JRP was 64% of target levels in 2018, down from 65% in 2017. JRP figures suggest that resilience funding has fallen by more than half in 2018 (down to \$363 million from \$758m in 2017), while humanitarian and budgetary support have both increased.

Figures in JRP are not consistent with post-Conference pledge monitoring by donors and there are differences around the allocation of funding from multi-year funding and the treatment of bilateral funds channelled through UN programmes.

⁴⁴ IMF Press Release, 19/34, 7 February 2019, [link](#)

Very little assistance is targeted to gender programmes, with only 2% of donor assistance going to targeted programmes on gender equality, mainly addressing maternal health⁴⁵. The JORISS⁴⁶ system's ability to track financial allocations to programmes focused on increasing women's empowerment was found to be weak in 2017. Project records submitted by implementers are inconsistent with regard to the extent to which they report gender disaggregated results data.

5.8 Partnership - Aid quality and effectiveness

Summary of commitments

- **Provide additional resources that are preferably multi-year, inclusive of grants and budget support**
- **Funding should be aligned with Jordan's priorities**
- **Expand the use of national capacities to implement assistance, and purchase national goods and services Identify the best modality to assess progress against commitments**

There is a shared commitment between GoJ and the IC to use resources as effectively as possible and in line with aid effectiveness principles. Use of GoJ systems and alignment to its priorities strengthens local institutions and increases GoJ resilience and long-term capacity. Increased transparency on aid spending leads to easier monitoring and evaluation, mutual learning and adaptive programming. Predictability of funding and multi-year commitments allow the creation of strategies and long term response plans and allows a smooth transition from a humanitarian to a development response. Better coordination of donors and specialisation by sector leads to efficiency and less duplication. Increasing use of multi-donor trust funds and budget support strengthens GoJ leadership and systems.

Achievements: What has gone well?

GoJ is in the lead and has promoted donor support and alignment to the Jordan Response Plan. Donor support through the JRP has been high.⁴⁷ There is transparency on aid flows, although there are problems in reconciling data, as noted above. A number of donors have multi-year commitments in Jordan (including USAID for 5 years and the UK for 10 years) and their funds are predictable. Successful models are replicated (the multi-donor account on

⁴⁵ Source: UN Women analysis of 2017 JRP Contributions: Briefing note on tracking financing, UN Women, 2018

⁴⁶ Jordan Response Information System for the Syria Crisis

⁴⁷ JRP 2017. JRP Financial Status Report, [link](#), JRP 2018. JRP Financial Status Report, [link](#), OECD DAC Aid at a glance, Jordan, [link](#)

education is being copied in health). There is increasing use of such multi-donor trust funds and budget support.

New lending instruments have been developed to allow Jordan to access concessional funding from the World Bank and other international institutions, including the Global Concessional Financing Facility (GCFF) and the change in the World Bank rules to allow a middle-income country to receive large-scale concessional financing. Within the GCFF, Jordan has benefited from 5 out of 7 projects approved to date, with total loans of \$635 million supported by GCFF concessionality of \$116 million. There has also been innovation in the development of Multi-Donors Accounts and in the EU's Regional Trust Fund in response to the Syrian crisis. Cash-based assistance is a prominent and increasing modality for assistance.

The process around the Brussels II conference was a significant improvement: beneficiary consultations were much more thorough, it expanded to include the UN and others, and there was follow up on commitments. Voices of affected populations have helped to shape the preparations for Brussels III through a range of consultation exercises.

Technical assistance has been provided to strengthen existing GoJ systems, for example the USAID-funded Project Management Unit in MOPIC. The need for a mechanism to monitor and assess progress against commitments has been identified by GoJ and the IC. An Independent Monitoring team is in place to develop a Monitoring and Assessment Framework and to provide an independent assessment of progress against commitments.

Where could things have been better?

There is scope for greater alignment to the Paris principles on aid effectiveness⁴⁸. The JRP 2018-2020 states that it “is a genuine commitment of the Government of Jordan to put into practice the aid effectiveness and coordination principles that were established in the 2005 Paris Declaration on Aid Effectiveness.”

Donor coordination varies between sectors and needs to be about policy and strategy coordination, as well as information sharing. Co-ordination is generally strong on the humanitarian side, but more variable for development partners. In education and health, the coordination processes are positive. In livelihoods, there is a UN group, but only a few donors take part. Local NGOs do not take part in donor coordination groups and have few opportunities to express their views. The Government sets up task forces for the JRP by sector, which include local NGOs, but these do not play a wider role outside the JRP process.

Sectoral funding allocations have not been in line with GoJ priorities. It is suggested by GoJ that a significant proportion of international funds go towards administrative and project

⁴⁸ See OECD, [link](#) for more details

management costs, although this is not documented. Donors are concerned that processing times for projects within the Government system are slow, due to the approvals required from line ministries. They also believe that financial figures within the GoJ financial system often do not accurately reflect the structure and level of their financial support and programming.

Alignment with GoJ priorities could be improved by strengthening linkages between development partners' plans at the programme and sectoral level, the Brussels process, GoJ planning documents (including the JRP, 5 year growth matrix and 2 year Revival Plan) and the London Initiative. The sheer number of plans from both GoJ and donors makes such co-ordination more difficult.

International support is fragmented, with a large numbers of implementing partners. The creation of parallel systems, especially in health, have created inequities and distorted the market. Prominent branding of donors' projects works against the principle of strengthening local institutions. Sex-disaggregated data is not uniform and only 2% of programmes in the JRP address women and gender explicitly, and 90% of these are on maternal health.

Transition is recognised as an important issue by all parties but it means different things to different actors, whether from resilience to growth, status to vulnerability, humanitarian to development or aid to private investment. Managing the transition to lower levels of humanitarian funding will be challenging and will require new approaches.

6. Way forward

The latest indications from donors are that they intend to sustain their financial support to Jordan in the coming year, with a gradual shift from humanitarian to development funding⁴⁹. Humanitarian support will, however, begin to decline at some stage in the future. There is a need to address the transition from humanitarian to development assistance more proactively and in a way that strengthens GoJ ownership and systems, while ensuring space for the involvement of civil society and the private sector.

What is transition?

All parties see transition as important, but there are many different definitions and understandings of what it involves. There is a need to move to a common understanding of

⁴⁹ Presentation of an anonymous donor survey to the Humanitarian Partners Forum, Amman, February 2019

this transition and to make plans for a very different future.

For GoJ, the primary transition is from **“resilience to growth”**. This recognizes the broader challenges faced by the Jordanian economy and the need to address vulnerability and debt sustainability by promoting investment and growth. This is linked to a transition from **“development funding to private investment”** as the primary driver of the economy and public revenue.

Many donors see a transition from **“humanitarian to development”** funding, reflecting the expected decline in humanitarian funding over time and the need to move towards the structures and modalities of long-term development assistance. This will need to recognise Jordan’s status as a middle-income country, which would normally imply lower levels of grant-based development assistance, and the ongoing needs of both refugee populations and host communities in the context of Jordan’s fiscal constraints.

Some agencies highlight a transition from **“status to vulnerability”**, emphasising the need for a national approach based on needs rather than separate approaches for different communities.

Substantial numbers of Syrian refugees will continue to live in Jordan for many years to come and there will be a need to continue to finance essential services for these communities.

The independent monitoring process has revealed key gaps and inconsistencies in the data, even for basic indicators. In addition, no clear targets were set for the Jordan Compact and Brussels Partnership commitments. This is also a weakness for the JRP, which has not been fully evaluated as yet.

GoJ has clearly expressed its view that no new commitments should be adopted through the establishment of the Monitoring and Assessment Framework. There is scope, however, for drawing together commitments and indicators from a wide range of existing plans and agreements that have already been approved by GoJ, in order to set targets for the indicators in the Monitoring and Assessment Framework. The finalisation and adoption of the Framework will in turn help to bring these commitments into an integrated approach to support policy dialogue and future action. Within this, there is scope for all parties to set targets for both quantitative and process indicators.

The recommendations of this report therefore fall under two main areas covering actions to improve the monitoring and assessment process and further actions to implement existing commitments:

Data and monitoring:

- **Filling data gaps.** Regular large-scale survey data for key parameters. More openness and debate to ensure consistency of data from different sources, for example on financial flows, vulnerability and protection.
- **Beneficiary feedback.** Ensuring systematic and widely owned processes are in place for future monitoring to gather and disseminate beneficiary feedback, in line with international best practice.
- **Data reliability.** Enhanced role for sector working groups to work out what data is needed, discuss consistency of sources and move towards rationalisation
- **Enhanced analysis** of the barriers to EU exports, to identify why export volumes and employment opportunities have not increased as intended and analyse what further policy reforms and firm-level support is needed to achieve the original vision.
- **Evaluation of JRP** to assess progress and results and identify gaps in implementation.
- **Shared indicators.** Using as many common indicators as possible in the Brussels process, GoJ planning documents (including the JRP, sectoral plans, 5 year growth matrix and 2 year Renaissance Plan) and the London Initiative.

Targets to be set for indicators in the framework (including process indicators such as labour market reform) to allow future monitoring, based primarily on existing GoJ policy commitments and planning documents, to include:

- **Development of policy dialogue and agreed action to reach commitments.**
- **Further creation of decent job opportunities** for Syrian refugees.
- **Greater emphasis on gender, youth and disability** issues, including reforms of the Labour Code for women's economic empowerment.
- **Reforms in health and education** to promote equitable access and quality services for Jordanians and Syrians.
- **Enhanced dialogue** on protection issues.
- **Sustainable long term funding** from the IC, aligned to GoJ priorities that recognises the continuing presence of Syrian refugees in Jordan.

The next Independent Monitoring reports will be produced in August and December 2019. Following the Brussels III meeting there will be a need for all parties to work on developing a set of targets both for these two monitoring points, and on an annual basis into the future.

This will be based on setting targets for the indicators, both quantitative and process, which are included in the framework.



Funded by the European Union
بتمويل من الاتحاد الأوروبي

Agulhas
Applied Knowledge

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