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FULL MONITORING AND ASSESSMENT FRAMEWORK JORDAN COMPACT AND BRUSSELS MEETINGS (FINAL) 7 MARCH 2019

The Jordan Compact was adopted at the London Conference in February 2016 and strengthened and expanded at follow-up conferences in Brussels in 2017 and 2018. It is a holistic approach agreed between the Hashemite Kingdom of Jordan and the international community to deal with the Syrian Refugee Crisis.

At the Brussels II Conference in April 2018, the Government of Jordan (GoJ) and international community agreed to 'identify the best modality to assess progress against mutual commitments made in London and Brussels'. This Monitoring and Assessment (M&A) Framework fulfils this commitment. It is being prepared to support the Brussels III Conference planned for 12-14 March 2019 and to facilitate ongoing monitoring.

The principles underpinning the M&A Framework are:

- **Prioritisation** – The Framework tracks a selection of the commitments that have been made, in order to provide an overview of progress in the most important areas.
- **Mutual accountability** – The Framework covers commitments made by all parties, to enable them to hold each other to account.
- **Monitoring outcomes as well as commitments** – The Framework measures the impact of actions taken and resources provided, as well the fulfilment of the commitments themselves.
- **Beneficiary focus** – The needs and wellbeing of beneficiaries are central to the monitoring process.
- **Gender sensitive** – The Framework seeks to ensure that gender is considered at all levels and that data is sex-disaggregated.

The framework links indicators to the original commitments and to the outcomes that were expected as a result of the actions taken. Definitions used in this framework follow definitions adopted by each of the sources used. For each indicator, the framework specifies:

- Source of data and the frequency with which it is collected
- Baseline level (2016 where possible)
- Target, where this was specified
- Achievement

The framework will be used for independent assessment reports planned for March, August and December 2019, and will enable the parties to the commitments to continue to monitor progress in the years ahead.

Structure of the framework

The core of the Compact relates to the provision of financial support by the International Community to underpin efforts by the Government of Jordan to provide economic opportunities and social services for Syrian refugees. There have been over one hundred commitments made by GoJ and the international community in the Jordan Compact and subsequent meetings. The framework groups the commitments and outcomes under the following four pillars, with eight associated sectors:

- | | |
|----------------|--|
| 1. Economic | 1.1 Livelihoods |
| | 1.2 Trade and Investment |
| 2. Social | 2.1 Education |
| | 2.2 Health |
| | 2.3 Social protection |
| 3. Protection | 3.1 Protection |
| 4. Partnership | 4.1 Financial support (humanitarian, budget and programme) |
| | 4.2 Aid quality and effectiveness |

The majority of indicators are quantitative and, in some cases, highlight key data gaps that need to be addressed. Qualitative or process indicators in the framework involve a progress rating by the Independent Monitors, which is set out in full at the back of the document. For all of the indicators we are seeking data that distinguishes between Jordanians and Syrians and is sex-disaggregated. Within each of the pillars and sectors, we have selected a range of indicators that will be included in a high level framework, numbering 30 indicators, giving an overview of progress on the highest priority commitments and outcomes.

MONITORING & ASSESSMENT FRAMEWORK FOR THE JORDAN COMPACT AND BRUSSELS CONFERENCES

1. FULL FRAMEWORK (FINAL) 7 March 2019

1. ECONOMY

1.1 Livelihoods							
Aim	Indicator	Sources		2016	2017	2018	Rating/ Performance
Commitment: Provide about 200,000 job opportunities	1.1.1 Number Annual Work Permits issued (% of which are to women)	27		Actual: 36,790 (W:4%)	Actual: 46,717 (W:5%)	Actual: 45,649 (W:4.5%)	Increased issuance of +24%, but have not met targets
		48				Target ¹ : 90,000 (50.7% met)	
Commitment: GoJ to continue to reform the labour market to remove barriers to accessing work and provide job opportunities for Syrian refugees, without competing with Jordanian jobs.	1.1.2 Process Indicator: Progress of Labour Market reform ²	PI - 1		No change	GoJ reduced fees for WPs, removed application conditions & created flexible WPs	GoJ extended fee exemptions, better defined rules, Syrians exempted from the National Employment and Empowerment Programme restrictions	Green / Amber Continued efforts by GoJ to remove barriers. These have increased Syrian employment, but low pay and poor working conditions remain the norm, meaning that this has had limited impact on improving livelihoods
Commitment: IC to increase livelihood support and skill matching programmes for Syrian refugees and host communities	1.1.3a Value of donor-funded skill-matching programming channelled through JRP – Refugee-focused (USD, annual)	21					Incomplete: waiting for JRP to provide JORISS figures on the value of this programming
	1.1.3b Value of donor-funded skill-matching programming channelled JRP – Resilience-focused (USD, annual)	21					
Commitment: IC/GoJ increase efforts to improve women's empowerment, economic inclusion and participation in the labour market	1.1.4 Process Indicator: Progress in amending Labour Law to improve access for Women	PI – 2		No Change	Committee recommends two amendments to Labour Law.	A new directive is proposed for flexible working hours. All changes still awaiting approval of the Upper House	Amber Amendments proposed in 2017 are still under consideration in parliament

¹ Note that this is a target that GoJ has agreed with the World Bank, and is in its Program for Results

² For more details on all the process indicators see the supplementary pages below

	1.1.5a	Global Gender Gap, Jordan Overall Ranking a. Economic Participation and Opportunity* b. Educational Attainment* c. Health and Survival* d. Political Empowerment*	50 10, 11, 12		2016 134/144 0.381 0.993 0.996 0.073	2017 135/144 0.377 0.996 0.969 0.075	2018 138/149 0.375 0.998 0.971 0.075	Jordan remains in the lowest 7% of countries in the GGG ranking. Inequalities persist in economic participation and opportunity and in political empowerment
		* Score of 1 = complete gender parity and 0 = complete imparity						
	1.1.5b	% Women Economically Active - All (Syrians)		2014 12.6% (6%)	2016 13.4% (N/A)	2017 16.3% (N/A)	2018 15.8% (7%)	
Commitment: GoJ will remove barriers on Syrians establishing and formalising businesses	1.1.6	Process Indicator: Progress of reforms to business environment.	PI – 3		Increased number of industries open to non-Jordanian investors, reduction of minimum investment capital	Simplification of procedures for registering and licensing investment projects. Companies Law amended. Pre-registration approval abolished	SMEs no longer require 50% Jordanian ownership. Monitoring and inspections Law enacted. Insolvency Law enacted	Green / Amber Good progress has been made, but other barriers remain (financial inclusion, licensing, consistency of application at local and governorate level)
Commitment: GoJ efforts to promote "decent work"	1.1.7	Process indicator: Improved Syrian access to decent work	PI – 4		2016 Relaxation of the Kefala system and introduction of flexible WPs	2017	2018 A committee is established to look at disincentives on companies to formalise work	Amber Labour market dynamics leading to deteriorating working conditions. Jordan currently lacks a Labour Law and inspections regime that adequately protects workers' rights
	1.1.8	Annual public disclosure by Better Work Jordan of factory-level compliance with a list of at least 29 social and environmental-related items	48		No	Yes	Yes	Positive developments have been made in the garment industry
	1.1.9	Increasing social security coverage for Jordanian and Syrian workers Jordanians (thousands) Non-Jordanians (thousands)	7	2015 1,031 135.9	2016 1,078 147.4	2017 1,123 162.3	2018	

			2015	2016	2017	2018	
Outcome: Job creation for Syrians and Jordanians	1.1.10 Job Creation						
	Net Formal Sector Jobs Created: All Jordan		48,310	50,853	53,969	Not yet available	Government surveys indicate increasing numbers of jobs.
	<i>Males</i>		M: 35,512	M: 37,694	M: 37,501		
	<i>Females</i>		F: 12,798	F: 13,158	F: 16,469		
Net Formal Sector Jobs Created: Jordanians	8, 9	43,575	45,300	49,097			
	<i>Males</i>		M: 33,277	M: 34,761	M: 34,272		
	<i>Females</i>		F: 10,298	F: 10,539	F: 14,824		
	Net Formal Sector Jobs Created: Syrians		561	1,010	1,795		
	<i>Males</i>		M:394	M:1,121	M:1,485		
	<i>Females</i>		F: 167	F: -111	F: 310		
	1.1.11 Cumulative number of people employed through Skill-Matching programmes					2018	IC Supported skill-matching programmes have resulted in employment of over 3,000 Jordanians and Syrians.
	All Employed	29	No data available	No data available	No data available	3,264	
	Male (%Male)					M: 1,636 (50.2%)	
	Female (%Female)					F: 1,628 (49.8%)	
	Syrians Employed					1,571	
	Male (%Male)		M: 1,064 (68%)				
	Female (%Female)		F: 507 (32%)				
Outcome: Increasing economic participation	1.1.12a % Economically Active, All Jordan age 15+ (male, female)	10, 11, 12	2014 36.8% M: 60.3% F: 12.6%	2016 35.6% M: 57.7% F: 13.4%	2017 38.2% M: 60.1% F: 16.3%	2018 36.8% M: 56.9% F: 15.8%	Relatively constant rate of economically active Jordanians
	1.1.12b % Economically Active, Syrians age 15+ (male, female)	16, 17	28% M: 52% F: 6%	Not available	Not available	32% M: 59% F: 7%	Increase in % of Syrians that are economically active
Outcome: Increasing employment	1.1.13a % Economically active who are employed – All Jordan age 15+ (male, female)	10, 11, 12	2014 87.7% M: 89.1% F: 80.9%	2016 74.2% M: 86.2% F: 75.2%	2017 81.5% M: 83.9% F: 74.4%	2018 81.4% M: 83.7% F: 72.9%	Slight decrease in % of economically active Jordanians that are employed
	1.1.13b % Economically active Syrians in Jordan who are employed, age 15+ (male, female)	16, 17	61% M:57% F: 88%	Not available	Not available	75% M: 78% F: 57%	Increase in % of economically active Syrians that are employed

Outcome: Increased opportunity and employment for youth	1.1.14 Youth (age 15 to 29)– % Economically Active							
	All Youth (by age group)							
	15 to 19	10, 12		10% (M:18%,F:0.7%)		11% (M:19%, F:1%)		
	20 to 24			43% (M:62%, F20%)		44% (M:64%, F20%)		
	25 to 29			74% M:92%, F:33%)		60% (M:86%, F:32%)		
	Syrian youth (by age group)	16	Data not comparable					
	15 to 19					19% (M:36%, F:2%)		
	20 to 29					39% (M:73%, F:7%)		
Outcome: Increased incomes for Syrians & Jordanians	1.1.15 Youth (age 15 to 29) – % Economically Active that are Employed							
	All Youth (by age group)							
	15 to 19	10, 12		64% (M:63%, F:86%)		53% (M:53%, F:70%)		
	20 to 24			64% (M:70%, F41%)		63% (M:68%, F48%)		
	25 to 29			79% M:83%, F:68%)		78% M:83%, F:65%)		
	Syrian youth (by age group)	16	Data not comparable					
	15 to 19					68% (M:72%, F:0%)		
	20 to 29					74% (M:70%, 43%)		
Outcome: More registered Small and Medium Enterprises	1.1.17 Average Annual Household Income		2013			2017/18	Very little change in Syrian household incomes relative to Jordanians	
	All Households (JD, thousands) ³	4	7 – 9			10-12 JD		
	Syrian Households (JD, thousands)	16	2.7-3.0			3.1 JD		
Outcome: More registered Small and Medium Enterprises	1.1.18 Number of registered SMEs						Incomplete	
	Jordanian owned	28						
	Syrian-owned							
Outcome: More registered Small and Medium Enterprises	1.1.19 Process Indicator: progress in creating opportunities for female economic participation through Home-based businesses (HBBs)	PI – 5			2016 WB identifies HBBs as opportunity. GoJ reduces capital requirement for start ups	2017 Companies Law changed to ease Joint Venture formation. Instructions published	2018 Cabinet changes regulations twice, first allowing HBBs only in camps, then allowing out of camps (for restricted activities)	Green /Amber GoJ has continued efforts to improve regulations for HBBs. Time needed to see results for Syrian HBBs.
	1.1.20 Number of Registered Home-based Businesses						June 2018	
	All	29					471	
	Female-owned						362	
	Syrian owned						0	

³ Ranges calculated from Department of Statistics income distributions from its Household Expenditures and Income Survey: [found here](#)

1.2 Trade & Investment								
Aim	Indicator	Source		2016	2017	2018	Rating/ Performance	
Commitment: EU to revise preferential rules of origin (RoO) and provide support to Jordan to benefit from these	1.2.1 Process Indicator: progress of opening access to EU markets	PI – 6		Rules allow access for 52 products from 18 SEZs, provided companies employ 15% Syrians (increasing to 25% by year 3)		Rules relaxed for 10 years, production can occur anywhere, and more lenient quotas on Syrian employment (no increase to 25%)	Green Continued relaxation of rules to lower entry barriers for Jordanian companies exporting to Europe	
Commitment: GoJ to encourage investment by following a predictable path of business reforms	1.2.2 Share of business regulations mandatory to the private sector issued following the adopted predictability process (%)	48		Not yet applicable	Not yet applicable	Not yet applicable	Too early to judge. Framework announced April 2018 and will be piloted Q2 2019	
Commitment: IC to provide firm-level assistance to increase export capability	1.2.3 Export promotion and Firm-level Assistance (FLA)	29					MOPIC reports list several well-funded, multi-year projects providing FLA. Amount of support per project however is not always reported, and where it is, disbursements by year are not provided. Going forward, we recommend tracking the level of support going towards this area.	
	1.2.3a Number of initiatives (by donor)							13
	USAID					1		
	Netherlands					4		
	GIZ					1		
	UNIDO					4		
	EBRD					1		
	Jordanian initiatives					2		
	1.2.3b Value of initiatives (USD, thousands)							
	USAID					--		
	Netherlands					--		
	GIZ					--		
	UNIDO					--		
	EBRD					--		
	Jordanian initiatives					--		
Outcome: Improving business environment	1.2.4 World Bank Ease of Doing Business Ranking	45, 46,		2015	2016	2017	2018	Jordan moved up 14 places in country rankings since 2016. Significant improvements made in increasing availability of credit,
	a. Starting a business*	47		176/189	118/190	103/190	104/190	
	b. Getting credit*			85.70	84.62	84.40	84.43	
	c. Enforcing contracts*			0.00	0.00	25.00	35.00	
				51.5	52.42	53.71	55.56	
	*Scores show the distance to the frontier of the best performing							

1.2 Trade & Investment							
Aim	Indicator	Source		2016	2017	2018	Rating/ Performance
	country on each indicator. This distance to the frontier score is indicated on a scale from 0 to 100, where 0 represents the worst performance and 100 the frontier.						with incremental improvements in enforcing contracts.
Outcome: Jobs created in the export sector	1.2.5a Number of people employed in the companies participating under the scheme (of which are Syrian)	29			2017 697 (170 Syrian)	2018 1,019 (Syrian 281)	The scheme is gradually contributing to employment. There has been an encouraging uptick in the value of exports.
	1.2.5b Value exports from companies participating under the scheme – Euro millions (cumulative)				€1.64m	€19.2 m ⁴	
Outcome: Increasing foreign investment and exports	1.2.6 Value Foreign Investment – Inward Flow (USD, millions)	31	2015 1,600	2016 1,522	2017 1,655	To Sept -2018 ⁵ 539.2	Reforms and IC efforts have not yet helped change the trend of relatively flat FDI and exports.
	1.2.7 Value of Exports, by region	49					
	World - USD, millions (% share)		7,833 (100%)	7,509 (100%)	7,469 (100%)	(not yet available)	
Middle East & North Africa - USD, millions (% Share)	3,629 (46%)		3,256 (43.4%)	3,036 (40.7%)			
	Europe and Central Asia – USD, millions (% Share)		361 (4.6%)	549 (7.3%)	378 (5.1%)		

2. SOCIAL

2.1 Education							
Aim	Indicator	Source	Other	2016	2017	2018	Change/Performance
Commitment: GoJ to increase Syrian enrolment in formal education at all levels	2.1.1 Number of Syrian children enrolled in Type I, II and III schools (excludes Kindergarten)	14		2016/17 126,127	2017/18 (Sept 2018) Actual:130,668	2018/19 (Jan 2019) Actual: 134,121	GoJ has met its enrolment targets
		10		Target:130,000 (97% met)	Target:130,000 (100% met)	Target:130,000 (103% met)	

⁴ Figure from February 2019

⁵ From Central Bank of Jordan

2.1 Education								
Aim	Indicator	Source	Other	2016	2017	2018	Change/Performance	
Commitment: GoJ to provide free certified education for all children to achieve the ambition of all Syrian children in education	2.1.2	Age specific enrolment rates:	16	2014			2017	Very low rates of enrolment for 16 year olds. Positive increases in retention rates for 14 and 15-year olds, the age when children transition to secondary school.
		Up to 11		--			99%	
		12 years old		--			92%	
		13 years old		--			86%	
		14 years old		49%			68%	
		15 years old		22%			48%	
		16 years old		12%			15%	
		17 years old		17%			21%	
	18 years old		--			13%		
	19 years old		--			12%		
Commitment: IC to provide predictable, multi-year financial and technical support to the needs of the Ministry of Education	2.1.3	MoE needs through JRP covered by donor contributions	22, 23, 24, 25					46% reduction in overall donor contributions. However this has been accompanied by an 85% increase in budget support
		Budget requirements (USD, millions)				336.8m	328.8m	
		Realised – TOTAL (USD, millions)				296.2m (88%)	158.1m (48%)	
		<i>Budget Support</i> (USD, millions)				47m	87.2m	
		<i>Refugee Support</i>				77.6m	43.7m	
	<i>Resilience Support</i>			171.6m	87.2m			
Commitment: GoJ to increase access to quality education opportunities in a safe environment for all children	2.1.4	Process Indicator: Progress in increasing quality of education	PI – 7					Green /Amber MoE has continued efforts to strengthen its own delivery capacity and to improve the quality of education. Available evidence suggests that these efforts are delivering results.
				2016 EMIS and HR Strategy launched. PISA results indicate that educational quality in Jordan a cause for concern	2017 Joint High Level committee established. MOI cards no longer needed for enrolment. Schools are safer and improvements in early grade learning outcomes	2018 Further easing of enrolment for Syrian children		
Outcome: Universal education - increasing inclusion for children with disabilities	2.1.5	TBD					No data available. Area suggested for future monitoring	

2.1 Education							
Aim	Indicator	Source	Other	2016	2017	2018	Change/Performance
Outcome: increased youth engagement	2.1.6 % 15 to 24 year olds NEET – All Jordan (Not in Education, Employment or Training) <i>Male</i> <i>Female</i>	19	2015 29% 14.5% 44.2%			2018 Not available Not available	Jordanian NEET rates were assessed in 2015, and were considered high by global standards. Syrian youth NEET rates assessed in 2018 are much higher.
	2.1.7 % 15 to 24 year olds NEET – Syrians (not in Education, Employment or Training) <i>Male</i> <i>Female</i>	16				61% 49% 79%	
Outcome: increased literacy	2.1.8 Literacy Youth Literacy rate (age 10 to 30) - % All Jordan (% Syrian)	Source 16, 42	2012 All: 99.1%			2018 Syrians: 78%	Incomplete. Awaiting data from Labour Force Survey
Outcome: Increasing safety of learning environment	2.1.9 Incidence of Violence against Children in schools (teacher on student violence) ⁶		2014/15	2015/16	2016/17	2017/18	Both sources show a decrease in children's exposure to physical and verbal violence in schools.
	2.1.9a Results from the 2017 Ma'an Evaluation: % Incidence of physical violence in schools (average of all school types, excluding UNRWA schools) % Incidence of verbal violence (average of all school types, excluding UNRWA schools)	43	23% 34%	17% 27%	17% 24%	(No data)	
	2.1.9b Results from Ministry of Education Online Survey: % Incidence of physical violence in camp schools % Incidence of physical violence in host schools % Incidence of verbal violence in camp schools % Incidence of verbal violence in host schools	UNICEF ⁷	12.2% 13.5% 22.2% 21.5%	9.6% 11.7% 18.6% 19.5%	7.8% 10.9% 14.4% 17.9%	7.2% 9.3% 14.7% 15.6%	

⁶ The two sources sample differently and this may account for apparent differences in measured levels of violence in each given year. The 2009-2016 Ma'an Programme targeted 3,241 MOE schools, 151 Double Shift Schools for Syrian Children, 40 Military schools and 168 UNRWA schools, all of which submitted data to the project's monthly Ma'an Online Survey System (MOSS). The MOE online survey however is implemented by the Ministry of Education, covers 70% of all MOE schools and sampling from each school involves selecting three grades randomly and selecting a sample of students from each of these grades to complete the survey. Although the two sources differ in the level of violence measured, they show a similar overall trend of reducing violence.

⁷ Results from the MOE Survey were provided by UNICEF by email.

2.2 Health								
Aim	Indicator	Source	Other	2016	2017	2018	Change/Performance	
Outcome: Health policy that provides universal and affordable access to health care	2.2.1 Process Indicator: progress in creating health policy that expands access to affordable health care	PI – 8	2012-14, services virtually free for Syrian refugees. From Nov 2014, Syrians pay 20% rate for select services		May 2017, WB disburses \$50m to cover health costs for poor Syrians and Jordanians	Feb 2018, Syrians required to pay 80% foreigners' rate. Donor Health account established in late 2018.	Red /Amber GoJ provided generous support until 2018, when changes to pricing reduced Syrian access to needed health services	
Outcome: expanding access and use of health systems	2.2.2a % Syrian refugees who needed health services in the previous month	35, 36, 37		37%	39%	49%	2018 change in policy reduced the proportion of Syrians seeking health services they needed	
	2.2.2b % of whom sought health services during that month	35, 36, 37		78%	77%	45%		
Outcome: Increasing quality of care	2.2.3 % Syrians 'very' or 'rather' satisfied with health care services after consultation for acute illness	16				87%	High rates of satisfaction for care received	
Outcome: access to public primary and secondary public healthcare	2.2.4a % of Syrians going to a government hospital on their first visit	35, 36, 37		28%	27%	14%	2018 change in policy resulted in a reduction of Syrians seeking health services from public sector providers	
	2.2.4b % of Syrians going to government hospital on their second visit	35, 36, 37		57%	29%	9%		
	2.2.5a % women receiving antenatal health care from a skilled provider – Jordan (Syrian)	2, 3	2012 99.1% Syrians: Not available				97.8% Syrians: 96.6%	Quality of health care is generally good. Only small differences indicators of general population health between Syrian and Jordanians.
	2.2.5b % Children and Women with moderate to severe Anaemia Children (5 to 59 months) - All (% Jordanians, % Syrians) Women (15 to 49 years) - All (% Jordanians, % Syrians)	2, 3	2012 12.6% 7.3%				2018 10.5% (J:10%; S: 13%) 6.7% (J: 7%; S:11%)	

2.3 Social Protection

Aim	Indicator	Source		2016	2017	2018	Change/Performance
Commitment: IC and GoJ to maximise use of cash support as an efficient and effective modality	2.3.1 % Syrian Households receiving cash or in-kind support from any social safety net programmes	16				90%	
	2.3.2 % Syrian Households receiving cash or in-kind support from UN social safety net programmes	16				65%	
	2.3.3 % Jordanian Households receiving cash assistance from the National Aid Fund (NAF)	4			2.1%		
	2.3.4a Size and reach of UNHCR cash assistance Amount disbursed by year – to Syrian refugees (millions, USD) # Beneficiaries supported		2015 53.2m --	2016 84.8m --	2017 63.5m 153,469	2018 59.5m 137,171	2018 figures are 12% higher than they were in 2015, but represent a 31% decline since their peak in 2016
	2.3.4b Size and reach of the Common Cash Facility (CCF) Amount disbursed through the CCF – (millions, USD) Number of organisations that are partners to CCF UN Agencies INGOs Municipalities	UNHCR		118m 3	125m 12	Awaiting data 25 5 13 7	UNHCR's Common Cash Facility is emerging as a platform that other organisations use for channelling cash to beneficiaries, and could provide a model for how funds could be delivered in the future
	2.3.5 Size and reach of WFP cash assistance– Cash and E-Vouchers Combined value of WFP Cash and E-vouchers (USD Millions) E-Vouchers: Amount disbursed by year – all (millions, USD) E-Vouchers: number beneficiaries supported Cash: Amount disbursed– to all Syrians (millions, USD) Cash: number beneficiaries supported	WFP		2016 138.2m 138.2m 558,390 0 0	2017 140.3m 125.1m 497,021 15.2m 59,367	2018 152.2m 59.7m 193,650 94.3m 317,295	10% increase in support disbursed by WFP to Syrian refugees since 2016. E-vouchers are gradually being replaced by cash assistance
Outcome: Women's empowerment	2.3.6a % Syrian girls who have ever been married (by age group) - 14 year olds - 15 year olds - 16 year olds - 17 year olds	16				2018 14% 19% 27% 37%	Very high rates of early marriage among Syrian girls. Nearly one in five are married by the time they are 15, and nearly half are married by the time

2.3 Social Protection							
Aim	Indicator	Source		2016	2017	2018	Change/Performance
	- 18 year olds					47%	they are 18
	2.3.7b % 15 to 19 year old girls that have given birth or are pregnant with their first child – All (Jordanian, Syrian)	2, 3	2012 4.5%			2018 5.2% (I:3% S: 28%)	+16% overall increase in early pregnancy, with 28% of Syrian girls becoming mothers by the age of 19
Outcome: Reducing Gender-Based violence	2.3.8 Process indicator: progress made to reduce Gender-based Violence, including domestic violence (DV)	PI – 9		2016 Protection against DV bill passed; a bylaw on women's shelters introduced	2017 No apparent developments	2018 No apparent developments	<i>In development</i> Currently lacking information to assess this dimension. Recommend for future monitoring.
	2.3.9a % ever-married women that have experienced physical violence since age 15	2, 3	2012 34.3%			2018 --	Incomplete - Awaiting publication of 2019 DHS report
	2.3.9b % experienced within last month (Demographic and Health Survey (DHS), 2012)		12.6%			--	
	2.3.10a % ever-married women that have ever experienced sexual violence from their current or former husband (DHS, 2012)	2, 3	2012 9.2%			2018 --	Incomplete - Awaiting publication of 2019 DHS report
	2.3.11b % experienced within the last month (DHS, 2012)		6%			--	
Outcome: Reducing vulnerability and insecurity of Syrian refugees	2.3.12 UNHCR Vulnerability Assessments: % Syrian households exhibiting "Emergency" or "Severe" levels of vulnerability on	40, 41	2014			2018	Syrians exhibiting increased levels of financial stress since 2014, but also show a reduction in food insecurity and negative coping strategies
	Basic Needs		92%			96%	
	Debt per capita		62%			69%	
	Predicted expenditure to Minimum Expenditure Basket		78%			100%	
	Negative coping strategies		84%			74%	
	Food insecurity		79%			41%	

3. PROTECTION

3.1 Protection

Aim	Indicator	Source	2015	2016	2017	2018	Change/ Performance
Commitment: GoJ to expand registration and regularisation of Syrian refugees to achieve comprehensive registration	3.1.1 Number Syrian refugees registered with UNHCR	39		648,836	655,629	671,551	+3.5%
	3.1.2a Number Syrians issued a MOI card (Cumulative)	26		472,259		707,941 ⁸	+49.9%
	3.1.2b Number Syrians issued a MOI card (Annual)	UNHCR ⁹	277,592	146,733	28,714	40,924	
	3.1.2c 3.1.2a Of whom were not registered with UNHCR	26		19,546		33,865	
	3.1.3a Number Syrians returned during year	UNHCR	2015 20,634	2016 7,348	2017 8,104	2018 8,099 <i>1 Jan to 15 Oct: 1827 15 Oct to 31 Dec: 6272</i>	Numbers of returns have increased since re-opening of the border on 15 Oct 2018
	3.1.3b Number deported	26				28	
Commitment: IC will increase resettlement opportunities for refugees	3.1.4a Number of Syrians resettled from Jordan to third countries through UNHCR	38		20,101	4,473	4,404	80% decrease in resettlement when USA cancelled their participation.
	3.1.4b Number Syrians resettled from Jordan to third countries through Complementary pathways - All	UNHCR ¹⁰	2015 23	2016 0	2017 34	2018 76	Donor countries are expanding complementary pathways, but these still represent a very small contribution to resettlement
	1. Family reunification		--	--	--	30	
	2. Work opportunities		--	--	--	15	
	3. Educational scholarships		23	--	34	31	
4. Community sponsorship (Numbers not available to UNHCR)	--	--	--	--	--		
Commitment: GoJ to issue documentation to Syrian refugees	3.1.5 Birth certificates issued	UNHCR	2015 24,078	2016 7,126	2017 2,050	2018 23,623	
Commitment: IC and GoJ to build on existing close working relationship on protection issues	3.1.6 Process indicator: progress in advancing discussion on protection issues	PI – 10					Unrated Current baseline of regular UNHCR/MOI dialogue

4. PARTNERSHIP

4.1 Finance

Aim	Indicator	Source	2015	2016	2017	2018	Change/ Performance
Commitment: Donors to at least maintain	4.1.1 Grant support to JRP (USD, millions)			1,632.3	1,718.9	1,586.7	-2.8%

⁸ MOI reports that this figure contains a small amount of double counting.

⁹ Provided through direct email correspondence

¹⁰ Provided through direct email correspondence

2016 and 2017 funding levels for the JRP	4.1.1a Budget Support (USD millions)	22, 24		385.0	306.8	507.1	31.7%
	4.1.1b Refugees/Humanitarian (USD millions)	22, 24		600.6	653.7	716.8	19.3%
	4.1.1c Resilience (USD millions)	22, 24		646.7	758.4	362.81	-43.9%
	4.1.2a JRP Requirement (USD millions)	22, 24		2,675.9	2,650.0	2,483.0	
	4.1.2b % JRP Requirement met			36%	61.0%	64.9%	63.9%
	4.1.3 ODA Received, All Sectors (USD millions)	OECD DAC		1,832	1,878	(Not yet Available)	
	4.1.4a Value Brussels grant pledges (USD millions)	13		982	482	411	-58.1%
	4.1.4b Value grants realised (USD millions)	13		1,354	960	721	-46.8%
	4.1.5 % Brussels pledges met			137.9%	199.2%	175.4%	

4.2 Aid Quality							
Aim	Indicator	Source		2016	2017	2018	Change/ Performance
Alignment of Aid to GoJ priorities	4.2.1 % Donor funding through JRP (JRP support as a % of Total ODA received)			89.1%	91.5%	Not Available	Incomplete: Currently a crude estimation. MOPIC to find the amount of donor funding going outside of JRP
Coordination of donor efforts	4.2.2 Process indicator: regularity and quality of donor coordination, by sector	PI – 11					Green/ Amber Donor coordination has been strong, particularly in Education and WASH. Economic Growth and Livelihoods could be strengthened
Working environment for donors	4.2.3 Average time to approve a project through JRP (projects approved during year) 4.2.3a. All projects 4.2.3b. Projects with incomplete documentation 4.2.3c. Projects with complete documentation	MOPIC					Awaiting average processing times from MOPIC
Commitment: GoJ and IC will identify the best modality to assess progress against mutual commitments made in London and Brussels.	4.2.4 Process indicator: M&A framework developed, adopted and in use	PI – 12					Green Work currently underway and progressing well.
Financing arrangements	4.2.5 Number of Multi-donor accounts in operation				1	2	

4.2 Aid Quality							
Aim	Indicator	Source		2016	2017	2018	Change/ Performance
	4.2.7 Process indicator: Improving quality of financial tracking (JRP)	PI – 14				An attempt was made to introduce a new integrated system but development stopped	Red / Amber Donors continue to be dissatisfied with JRP financial reporting.
	4.2.8 % Financial contributions directed towards interventions that promote gender equality All Funds <i>Livelihoods</i> <i>Social Protection</i> <i>Health</i> <i>Education</i>	33			2017 2.17% 1.4% 4.7% 18.7% 0.04%	2018 Analysis of 2018 data to be conducted later in 2019	
	4.2.9 Process Indicator: Progress in improving tracking of gender-focused initiatives	PI – 15			Gender marker tool introduced	Improvements to gender market tool made	Green/ Amber UN Women has assisted JRP to improve financial tracking. Results to be assessed in 2019

2. Data Sources

Source #	Source
1	Brussels Conference, 2017. Annex: Supporting Resilience of Host Communities and Refugees in the context of the Syrian Crisis
2	Department of Statistics 2012. <i>Jordan Population and Family Health Survey 2012, and 2017-18</i>
3	Department of Statistics 2018. <i>Jordan Population and Family Health Survey 2017-2018</i>
4	Department of Statistics 2019, <i>Household Income and Expenditure Survey 2017-18</i>
5	Department of Statistics 2013, <i>Household Income and Expenditure Survey, 2013</i>
6	Department of Statistics 2013, <i>Household Income and Expenditure Survey, 2013</i>
7	Department of Statistics 2017, <i>Jordan in Figures 2017</i>
8	Department of Statistics 2016 Job Creation Survey
9	Department of Statistics 2015 Job Creation Survey
10	Department of Statistics 2018, Labour Force Survey, 2018
11	Department of Statistics 2017, Labour Force Survey, 2017
12	Department of Statistics 2016, Labour Force Survey, 2016
13	Development Initiatives, Post Brussels Conference Financial Tracking Reports (Reports 1 to 6)
14	Education Common Results Framework (CRF), Monitoring for June 2018
15	EU Monitoring and assessment on Education Quality for 30 Centres and Schools
16	FAFO 2019 <i>The Livelihoods of Syrian Refugees in Jordan</i>
17	FAFO 2015 <i>Impact of Syrian Refugees on the Jordanian Labour Market</i>
18	ILO 2016. School to Work report
19	ILO 2015. <i>School to Work report: what does NEET mean and why is the concept so easily misinterpreted?</i> Technical brief No. 1
20	Jordan Times, 13 February 2017: <i>Jordan secures 60% of required funds under 2016 refugee response plan.</i> (Online)
21	JORISS, Descriptive Statistics from Projects, 2016, 2017, 2018
22	JRP, 2018a. Jordan Response Plan for the Syrian Crisis 2018-2020
23	JRP, 2018b. JRP Financial Status Report
24	JRP, 2017a. Jordan Response Plan for the Syrian Crisis 2017-2019
25	JRP, 2017b. JRP Financial Status Report

Source #	Source
26	Meeting 30 January 2019: Ministry of Interior officials
27	Ministry of Labour, Work permits Report (Monthly Reports: 2017 to 2018)
28	Ministry of Trade (numbers of SMEs and HBBs - not yet obtained)
29	MOPIC, Jordan Compact (Monthly Reports: 2017 to 2019)
30	OECD, ODA (Online source)
31	Santander, Trade Portal: Jordan Foreign Investment. (Online Source)
32	Syria Regional Refugee Response (Online source)
33	UN Women 2018. A Gender Analysis of the Financial Allocations to the Jordan Response Plan in 2017
34	UN Women 2018. Amending the Labour Code to Improve Women's Economic Participation
35	UNHCR, 2017 Health Access and Utilisation Survey
36	UNHCR, 2018 Health Access and Utilisation Survey
37	UNHCR, 2019 Health Access and Utilisation Survey (not yet published)
38	UNHCR Resettlement data (Online data)
39	UNHCR Syria Regional Response: Jordan (Online Data)
40	UNHCR, Vulnerability Assessment Framework 2018
41	UNHRC, Vulnerability Assessment Framework 2015
42	UNESCO: Literacy – rates for 2012 (Online Source)
43	UNICEF 2017, Ma'an Final Evaluation
44	UNICEF 2017. RAMP Midline Study
45	World bank 2017, Ease of Doing Business Survey
46	World bank 2018, Ease of Doing Business Survey
47	World bank 2019, Ease of Doing Business Survey
48	World Bank 2019, Economic Opportunities for Jordanians and Syrian Refugees P4R (P159522): Archived 7 January 2019
49	World Bank 2019. World Integrated Trade Solution (WITS) (Online Source)
50	World Economic Forum, Global Gender Gap Reports, 2016, 2017, 2018

3. Process Indicators

What they are: process indicators provide a qualitative assessment on progress that has been made on implementing actions towards fulfilling a commitment (e.g., labour market reforms). Ratings of achievement are provided relative to set of descriptive milestones that have been gathered through interviews and documents.

How they are assessed: Process indicators draw information from a range of different sources and progress is expressed on a five step scale, ranging from Red to Amber to Green scale, reflecting the degree to which the process is on track for meeting expectations. Ratings and detail for each assessment is provided in Annexes.

Red	Red / Amber	Amber	Green / Amber	Green
Alert: process badly off-track and needs a new approach	Process not meeting expectations and approach needs improvement	Caution: some concerns about progress and attention needed	Process mostly on-track	On track: Process performing well

#	Process Indicators	Rating
PI – 1	Progress of Labour Market reform	Green/ Amber
PI – 2	Progress in amending Labour Law to improve access for Women	Red/ Amber
PI – 3	Progress of reforms to business environment	Green/Amber
PI – 4	Improved Syrian access to decent work	Amber
PI – 5	Progress in creating opportunities for female economic participation through Home-based businesses	Green/ Amber
PI – 6	Progress of changing Rules of Origin to increase access to EU markets for Jordanian products	Green
PI – 7	Progress in increasing quality of education	Green/Amber
PI – 8	Progress in creating health policy that expands access to affordable health care	Red/ Amber
PI – 9	Progress of actions taken to reduce Gender-based Violence	In development
PI – 10	Progress in advancing discussion on protection issues	Not rated
PI – 11	Regularity and quality of donor coordination, by sector	Green/ Amber
PI – 12	M&A framework developed, adopted and in use	Amber
PI – 13	Improving quality of financial tracking (JRP)	Red/ Amber
PI – 14	Progress in improving tracking of gender-focused initiatives	Green/ Amber

ANNEX 1. PROCESS INDICATORS

PI-1: Progress of Labour Market Reforms

Rating	Green/ Amber
Rationale	<p>The Jordanian labour market has been under pressure for several years. One study estimates that during the period of 2010 – 2016, one out of every two new jobs created in Jordan were for a non-Jordanian, and employment became increasingly precarious for the poorest, least educated Jordanian workers ¹¹.</p> <p>To protect Jordanian employment, the government issues work permits to limit the sectors in which foreigners can work. Prior to the Jordan Compact, Syrians faced the same restrictions to employment as other foreigners. Since 2016 however, restrictions on Syrians have been relaxed. A key change was the reduction in the cost of work permits in 2017, which had previously been set at more than USD 500. There has since been a dramatic increase in the penetration of work permits among Syrian refugees: FAFO found that in 2014, only 10% of Syrian refugees living outside of camps held valid work permits, whereas in 2018, this increased to 37 to 40% (depending on the governorate). Furthermore, among Syrians workers who were not currently holding valid work permits, 7% previously did.¹²</p> <p>That work permits have not reached 100% penetration reflects the prevalence of Jordan’s informal economy. Syrian refugees want work permits because they are a useful form of official documentation, but Syrians continue to rely on short term informal jobs that are poorly paid, and these are often unrelated to work permit they carry. Only 5% of Syrian men work in white collar jobs; most work in trades (37%), service and sales (25%) and elementary occupations (23%). Only 2-8% of Syrian refugees working outside of camps have written work contracts (compared to 43% working inside camps, although these are often for cash-for-work schemes).</p> <p>Labour market reforms have helped increase employment among Syrian refugees, but they do not appear to have translated into improved livelihoods. Syrian household incomes have not substantially increased, and Syrian households continue to exhibit high levels of vulnerability. Furthermore, the influx of Syrian workers into lower paid informal jobs has had a negative effect on working conditions for Syrians and Jordanians alike (see PI-4 for discussion).</p>
Potential next steps	<p>Interviewed stakeholders would like to see a shift towards reforms that are not primarily based on issuing work permits, but are instead aimed at formalising employment so that workers’ rights are better protected. Such a shift would require examining incentives for business that prevent the formalisation of work, for example: how sectors set quotas for Jordanian and foreign workers, and how rates of payroll tax and the cost of social security may be preventing companies taking more workers onto their payroll. Stakeholders would also like to see more communication and outreach about regulatory changes that are made, so that employers and local authorities are fully aware of new rules.</p> <p>Some interviewed stakeholders advocate for abolishing the need for work permits altogether, starting with the jobs that offer the lowest rates of pay, and instead require Syrian workers to only possess MOI cards.</p> <p>Progress towards formalisation of work could be tracked by monitoring the number of Syrian workers covered by social insurance and private health insurance.</p>

Key Events/ Milestones

¹¹ Assad, R and Salemi, C (2018). *The Structure of Employment and Job Creation in Jordan 2010 – 2016*. Economic Research Forum, Working Paper 1259, November 2018.

¹² FAFO (2019). *The Livelihoods of Syrian refugees in Jordan: Results from the 2017-2018 survey of Syrian refugees inside and outside camps*.

2016	2017	2018
No change	<ul style="list-style-type: none"> GoJ dropped the requirement to show a passport from the application process for a work permit GoJ waived Permit fees, which previously cost more than \$500; GoJ allowed farmers and construction workers to get permits through the cooperatives and trade unions Instead of registering for social security, Syrians were required to pay roughly \$70 for annual private health insurance; GoJ waived the requirements that Syrians had to present a Certificate of Prior Learning; GoJ removed the need for social security registration or health certificate to apply for a permit 	<ul style="list-style-type: none"> Exemptions on Syrian permit fees are extended until the end of 2019 Syrians are exempted from any Jordanian national policies such as NEEP, that restrict employers from hiring non-Jordanians Comprehensive instructions on conditions and procedures of employment of non-Jordanian labour from Syrian nationality issued

PI-2: Progress in amending the Labour Law to improve women's access to employment

Rating	Red/ Amber
Rationale	<p>Since 2016, women's economic participation in Jordan has remained low: only 16% of Jordanian women and 7% of Syrian women are economically active, and these figures have changed very little since 2016. Over this period, the World Economic Forum has consistently ranked Jordan in the lowest 7% of countries in its Global Gender Gap rankings, owing primarily to large disparities between men and women in terms of their <i>Economic Participation and Opportunity</i> and <i>Political Empowerment</i>.</p> <p>GoJ has started actions to address this but it has not followed through on them. Positive legislative changes were introduced into parliament in 2017 to reduce pay discrimination, expand child care, and increase flexible working hours. These however are still with the Upper House, waiting to be passed into Law.</p>
Potential Next Steps	The issue of increasing female economic participation should be raised as a matter of priority for the committee, and further consultations should be held to identify other barriers to work for women, and identify other legislation that could be amended.

Key Events/ Milestones		
2016	2017	2018
No change	<ul style="list-style-type: none"> The Parliamentary Committee on Labour, Social Development and Population recommends criminalizing pay discrimination between men and women, proposing amendments to Article 53 and 54 of the Labour Law The Committee recommends the mandatory establishment of day care in workplaces when number of children of employees reaches 15 (amendment to article 72). 	<ul style="list-style-type: none"> Changes still pending on articles to the pay discrimination (53 and 54) and on mandatory childcare (72) A directive within the law has been proposed to promote flexible working hours

PI-3: Progress of reforms to business environment

Rating	Green/ Amber
Rationale	<p>Good progress has been made since 2016, with Jordan jumping 14 places on the World Bank's <i>Doing Business</i> country rankings in 2017. Significant improvements were made in increasing the availability of credit, and there have been incremental improvements in enforcing contracts</p> <p>Interviews with stakeholders delivering livelihoods programming note that although Jordanians and Syrians are subject to the same set of rules for registering businesses, Syrians face more barriers than Jordanians when trying to start a business. Syrians reportedly find it more challenging to acquire bank accounts, and in some sectors, they face greater hurdles in obtaining licenses. There are also issues of uneven application of rules and regulations, whereby authorities in distant governorates and localities are not aware of new rules and fail to implement them properly.</p>
Potential Next Steps	<p>Future work should build on progress that has been made by looking at issues beyond business registration, such as increasing financial inclusion and building the capacity of officials at governorate and municipal levels, to ensure that new procedures are followed.</p> <p>Things that could be achieved in the short term are the following:</p> <ul style="list-style-type: none"> - Amend the Investment Regulation No.77-2016 to eliminate sectoral restrictions of foreign ownership. - Abolish 10% of sectoral licenses out of the 24 licenses that have been recommended for abolishment. <p>Over the longer term, efforts might be taken to increase Syrian financial inclusion, and to look at the licensing regimes of various sectors to remove other barriers that might be limiting Syrian entrepreneurship.</p>

Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> • Foreign investments require shared ownership — 49-51%— with a Jordanian. • Regulation No. 77 of 2016 introduced. Increase in number of industries open to non-Jordanian investors (still restricted sectors: tourism, construction, advertisement, restaurants, and transportation). • Removal of minimum capital contribution of JOD 50,000 for non-Jordanian investors. Implementation still inconsistent, with Ministries other than the Investment Commission arbitrarily requiring minimum capital for investment in some sectors. • Some nationalities require security clearance to register a business. 	<ul style="list-style-type: none"> • Procedures for registering and licensing investment projects simplified by reducing the number of JIC approval committees from 23 to 13 panels • Amendment of Companies Law • Abolition of pre-registration approvals issued by the Ministry of Interior for business activities that have low or no impact on public safety and security 	<ul style="list-style-type: none"> • SMEs no longer need to have 50% Jordanian ownership • HBB regulation issued to allow Syrians to register HBBs • Monitoring and Inspections law enacted • Insolvency law enacted • Lending laws enacted • Regulatory Predictability framework enacted • Endorsement of Public Investment Management PPP Governance Framework • Venture capital Bylaw enacted • MoI to process the security clearance for HBBs in 7 days

PI-4: Improving Syrian access to decent work

Rating	Amber
Rationale	<p>Progress was made in 2016, with the relaxation of the kefala system in Construction and Agriculture that allowed work permits to be issued by trade associations. This made Syrian workers less dependent on sponsors and reduced their vulnerability to exploitation. Another positive development has been GoJ's work with ILO's Better Work programme to introduce inspections in garment factories. In 2018, a committee was established to review measures that might be undertaken to reduce companies' reliance on informal workers (e.g. quotas on foreign and domestic workers, rates that need to be paid on payroll tax and social security contributions).</p> <p>Key challenges arise however with the extent of the informal sector, which makes it challenging to regulate the labour market and enforce minimum working conditions. Surveys find that nearly two thirds of Syrian workers are day labourers, and in 2018 more than half of Syrians were employed for less than half the year. One in four Syrian refugees report that payment for work or their salary was delayed by two weeks or more (with rates varying between 17% in camps to 32% in Amman), and 16% report not being paid for a job in the past year.¹³</p> <p>An ILO study notes that these issues are not limited to Syrian refugees. Many Jordanians also informally, and the influx of foreign workers willing to accept poorer working conditions has created a "race to the bottom that impacts Jordanians as well"¹⁴.</p> <p>Ministry of Labour conducts inspections, but their capacity is limited. Some sectors like construction are better covered than others, and the Inspection Unit is limited by its numbers of staff as well as by training opportunities and technology. Their ability to monitor working conditions is also hampered by their additional responsibilities for catching non-Jordanians who might be working without proper documentation.¹⁵</p>
Potential Next Steps	<p>Further efforts should be directed towards strengthening the Labour Code so that it is aligned with internationally accepted standards. Jordan's Labour Code misses key internationally-recognised protections, for example on freedom of association, non-discrimination, absence of forced or bonded labour, and no child labour.</p> <p>Inspectorates also need appropriate tools for inspections and staff need to be trained to carry out inspections properly. ILO's <i>Better Work</i> programme offers useful tools, and the work it is doing with the Ministry of Labour should be expanded beyond the garments sector. GoJ should also continue efforts to incentivise formal work, so that more Jordanian and Syrian workers can work under contracts and enjoy legal protections.</p> <p>Work going forward might include:</p> <ul style="list-style-type: none"> • Ministry of Labour developing a Labour Code that is aligned with international standards and inspectorates provided tools and procedures for enforcing it. • Provide support to enable Labour Code violations committed against Syrians are brought to Court • As an interim measure, introducing an independently conducted annual survey, on working conditions, and linking results to donor support • Examine and address incentive structures that keep companies relying on informal work, so that more Syrians could be brought into formal employment and enjoy benefits of contracted work. Progress on this might be tracked by monitoring by the number of Syrians registered in Social Security.

Key Events/ Milestones		
2016	2017	2018

¹³ FAFO (2019). *The Livelihoods of Syrian refugees in Jordan: Results from the 2017-2018 survey of Syrian refugees inside and outside camps*.

¹⁴ Razzaz, Susan 2017. A Challenging Market Becomes More Challenging: Jordanian Workers, Migration Workers and Refugees in the Jordanian Labour Market. ILO

¹⁵ Ibid

Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> A positive step forward was made with the relaxation of the Kefala system, in which permit holders are dependent on a single sponsor, and the introduction of flexible Work Permits in the agricultural and construction sectors. 		Committee established to consider quotas by industry, closed occupations and limits on numbers of work permits per company

PI-5: Progress in creating opportunities for female economic participation through Home-based businesses

Rating	Green/ Amber
Rationale	GoJ has taken positive incremental steps to find an arrangement for home-based businesses that works, learning from the experience of previous attempts. It remains to be seen whether the current regulations will stimulate growth in registrations and lead to increased female economic participation. Changes that have been introduced have not yet led to any Syrian Home-Based Businesses, through this will likely take time.
Potential Next Steps	Early in 2019 ¹⁶ we see continued GoJ commitment to HBBs with their being mentioned in the JRP. GoJ has committed to organising a workshop with relevant stakeholders to raise awareness on the new policy. GoJ should continue to consult with stakeholders to increase its understanding about barriers and incentives for establishing and registering a home-based business.

Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> In September¹⁷, The World Bank identifies removing barriers to establishing home based-businesses as an opportunity to provide Jordanian and Syrian women with livelihood opportunities Later in the year, GoJ amends regulations to reduce the initial capital needed to establish companies 	<ul style="list-style-type: none"> In August, the lower and upper houses of parliament pass a bill to amend the existing companies law aiming to facilitate the establishment of joint ventures and increase corporate governance standards. In September, the Greater Amman Municipality (GAM) issues new instruction regarding the registration of home-based businesses for Jordanians and non-Jordanians. Similar instructions are passed by the Ministry of Municipal Affairs for all governorates outside Amman 	<ul style="list-style-type: none"> Early in 2018 Government instructions require Syrians living outside camps who wish to register a HBB to have a Jordanian business partner. Humanitarian agencies are allowed to provide grants and support to HBBs only if they are set up jointly by Jordanians and Syrians. In November¹⁸ Cabinet decides to change the regulations, allowing Syrian owned HBBs to register and license. In camps – Syrian HBBs are allowed to work in all sectors (including closed occupations), and products can be sold outside camps. In host communities, Syrian HBBs are limited to tailoring, basic food processing, and handicrafts. Humanitarian agencies can support 100% Syrian HBBs in camps and 70% Jordanians/30% Syrians in host

¹⁶ MOPIC, Jordan Response Plan 2019 Draft, [link](#)

¹⁷ The World Bank. Economic Opportunities for Jordanians and Syrian Refugees Program-For-Results. Report No. 108201- JO. September 2016, [link](#)

¹⁸ MOPIC, Cabinet Decision to allow Syrians to register and operate Home-Based Businesses, November 2018, [link](#)

Key Events/ Milestones		
2016	2017	2018
		communities. • Mol to process the security clearance for HBBs in 7 days

PI-6: Progress of updating European Rules of Origin to increase access to EU markets to Jordanian products

Rating	Green
Rationale	<p>The EU followed through on its commitment to relax its Rules of Origin in 2016. Following a slow reaction from companies and muted export figures, the made further concessions in 2018.</p> <p>Among the changes in 2018 were to allow production to occur throughout Jordan, not just in the Special Economic Zones. Quotas on Syrian employment were also relaxed, removing the requirement of companies to increase employment of Syrians from 15% to 25% by year three. The rules were extended from 2026 to 2030, providing a longer investment horizon for companies and greater incentive for them to take part.</p>
Potential Next Steps	The EU and GoJ should continue monitoring the extent to which the Rules of Origin regime attracts the participation of companies and stimulates exports. The EU and GoJ should also carry out periodic consultations with business to better understand barriers to export, with a view to identifying further changes that might ease access.

Key Events/ Milestones		
2016	2017	2018
In July 2016, the Jordan Association Committee signed the relaxation of the Rules of Origin. This allowed access to 52 products produced in 18 Special Economic Zones for 10 years (until 2026), on the condition that 15% of workforce of companies producing goods are Syrian, and that this would rise to 25% in year 3.	No change	In 2018, rules were further relaxed. The scheme will extend to 2030, companies could operate anywhere in Jordan, and businesses could maintain 15% of the workforce. Furthermore, if the government meets a target of 60,000 active work permits, the company-specific minimum of 15% can be lifted.

PI-7: Progress in increasing quality of education

Rating	Green/Amber
Rationale	<p>Jordan faces substantial challenges to bringing the quality of its educational system up to international standards. In 2015, PISA rankings showed that Jordanian students ranked 63 out of 72 countries in reading, and the point difference between Jordan and OECD average corresponded to 2.8 years of schooling. In mathematics, Jordan ranked 66 out of 72, and the difference between Jordan and the OECD average corresponded to 3.6 years of schooling.¹⁹</p> <p>Our review suggests that the Ministry of Education is making progress. A multi-donor account has been established to implement the Education Strategic Plan (ESP). Substantial efforts have also been made to strengthen MoE capacity, including updating its information systems. The Ministry has made it easier for Syrian children to be enrolled in schools and they have gradually improved quality. Though quality of education is not currently being well-measured, there are indications that work is generating positive results in a few key areas:</p> <p><i>Learning outcomes.</i> USAID's RAMP project found significant improvements in country-wide early</p>

¹⁹ OECD Development Centre (2018). *Youth Well-Being Policy Review of Jordan*, EU-OECD Youth Inclusion Project, Paris.

	<p>grade reading and mathematics assessments between 2014 and 2017. The project will repeat its assessment in 2019.²⁰ FAFO's survey of Syrian refugees found that more 14 and 15 year-olds are staying in school compared to 2014, suggesting that quality improvements are being realised in later grades as well.²¹</p> <p><i>Quality of teaching and class management:</i> The CRF indicates that increasing numbers of teachers are receiving qualifications. Online surveys conducted by the Ministry of Education and the 2017 evaluation of the joint UNICEF – Government of Jordan <i>Ma'an</i> programme indicate that since 2012 there has been a substantial reduction in the incidence of physical and verbal violence experienced by students from teachers.²²</p> <p>These are encouraging, but it will take time from improvements to become more uniformly distributed. Schools in refugee camps do not have qualified teachers, and fewer qualified teachers are present in schools in poorer areas. Furthermore, EU-supported monitoring of educational quality of 30 schools in June 2018 suggests that outdated teaching methods are still use, finding that teachers “continue to dominate the learning situation, promoting their own opinions and views” and that there is “insufficient opportunity for students to develop their own critical thinking potential”. The monitoring mission also found that boys continue to experience corporal punishment “at a severely high rate”, and that much more awareness raising needs to be done.²³</p> <p><i>Learning environment:</i> school infrastructure remains a key challenge. In 2017-2018, 10 new double shifted schools were approved to accommodate newly-enrolled children, bringing the total of double-shifted schools with an afternoon shift for Syrians to 206. CRF indicates that student teacher ratios have improved, though reports also indicate that actual improvements on the ground are not always visible. Poor areas lack land to build new schools, and existing schools in these areas tend to be overcrowded. Sources also indicate that substantial challenges to access remain for children with disabilities and those special learning needs.</p> <p>Double-shifted schools, where Syrians children attend the afternoon shift, remain common. Children attending these schools have shortened school days, and hours missed accumulate over time to delay progression. The later school hours also disadvantage Syrian girls in particular, exposing them to higher rates of harassment, and parents prefer to keep them at home.</p> <p>The EU-supported quality monitoring finds that teaching on Saturdays is not working: 25% of schools have at least a regular attendance of between 75-90%, whereas the remaining 75% only have attendance rates varying between 0 -50%. The main reasons given for Syrian non-attendance in double-shift schools on Saturdays were (i) the increase of transportation fees per child; (ii) the desire of students and parents to have two-day weekends; and (iii) students' parallel enrolment in remedial classes offered by NGOs</p>
<p>Potential Next Steps</p>	<p>Continue the current approach of strengthening MoE capacity with budget support and technical assistance carry on improvements. Future areas of work could include:</p> <ol style="list-style-type: none"> 1. Providing professional accounting and budgeting assistance to the Ministry of Education to help them fully account for indirect costs of delivering education and further strengthen their management capacity. MoE reports that they struggle to fully capture indirect costs, and have found themselves with financing gaps as a result. 2. Revisit targets that link funding to teacher student ratios, as the current approach is difficult to apply universally, particularly when student teacher ratios of elementary schools and secondary schools are not easily compared, as the latter requires subject-specific teachers.

20 Brombacher and Gargano (2017). *Early Grade Reading and Mathematics Initiative: Midline Summary Report*. RTI International. Research Triangle Park, USA.

21 FAFO, (2019). *The livelihoods of Syrian refugees in Jordan: Results from the 2017-2018 survey of Syrian refugees inside and outside camps*.

22 AAN Associates 2017. *Evaluation of the Ma'an (Together) towards a Safe School Environment Programme 2009-2016*. 21 June 2017

23 Pfafe, Joachim 2018. *Monitoring, assessment and support to EU and other donor funded education and complementary programmes by the Ministry of Education to deal with the Syrian Crisis. Mission 4, Output 4: Progress Report on identified indicators of the Common Results Framework*. 2 July 2018.

	<ol style="list-style-type: none"> 3. Continue current work to develop a national testing regime that is capable of monitoring learning outcomes at key stages of children’s education, which can help identify gaps and guide future investments. 4. Continue teacher training to continue improvements in early grade learning outcomes and to reduce violence in schools 5. Monitor accessibility for children facing barriers to certified education (e.g., children with disabilities, children who have missed out on education and need ways back in), so that investments can be made to maximise their inclusion 6. Expand the scope of independent quality assessments of schools, to make the findings of these missions more representative and strengthen their potential for guiding further interventions 7. Expand and improve school inspections carried out by MoE, to ensure that targets of the ESP are met.
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Key events/ milestones		
2016	2017	2018
<ul style="list-style-type: none"> • EMIS Launched • Launch of HR strategy • PISA results from 2015 indicate that educational quality in Jordan falls below international standards, and is a cause for concern 	<ul style="list-style-type: none"> • Joint high level steering committee established • Ministry allows enrolment of children without MOI cards • Ma’an evaluation shows substantial year-on-year reductions in violence from 2012 to 2017 • In 2017, RAMP project finds substantial improvements in Early Grade Reading and Mathematics across Jordan since 2014 • Enrolment figures for 15 and 16 year old Syrians significantly increase between 2014 and 2017 	<p>Ministry waives the requirement for children to possess passports to be enrolled in schools</p>

PI-8: Progress in health policy that expands access to affordable health care

Rating	Red/ Amber
Rationale	<p>Health has not previously been subject to detailed Brussels commitments, appearing first in the Brussels II conference, with an intention to learn positive lessons from education and social protection.</p> <p>Since the beginning of the Syrian crisis, Jordan has provided high quality affordable health care services to Syrian refugees. This is reflected in broad measures of public health, such as access to skilled antenatal care, vaccinations, and levels of anaemia, in which Jordanians and Syrians do not show large discrepancies.</p> <p>The indicator is rated Red/Amber due to 2018 changes to the price of health care for Syrians, which represented an abrupt reversal in policy, and sharply reducing access for health services that Syrians were provided in 2016 and 2017. The change reduced the number of Syrians seeking health care services that needed them, with consequences on their health. It also generated higher traffic on clinics and hospitals run by INGOs, encouraging the development of parallel structures in a way that undermines the goal of strengthening Jordanian health care infrastructure.</p>
Potential	In the short term, steps should be taken to reverse the 2018 policy change that increased the price

Next Steps	<p>of health care for Syrians.</p> <p>A multi-donor account, modelled on the education account is a positive development. Over the longer term, GoJ and donors should work together to develop a political vision and strategy on health that covers both insured and non-insured Jordanians and foreigners, and to agree on the best modalities for how to finance their creation.</p>
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Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> From 2012-2014 GoJ allowed registered Syrian refugees to pay the same rate as insured Jordanians, which rendered health services almost free for Syrians. In November 2014, MOH requires Syrian refugees to pay approximately 20% of the cost of care Jordanians pay for select services, while still providing free services for certain interventions such as antenatal care and vaccinations 	<ul style="list-style-type: none"> In May 2017, WB disburses \$50m to the GoJ, the amount needed to maintain the delivery of primary and secondary health services to poor uninsured Jordanians and Syrian refugees at Ministry of Health facilities 	<p>In February 2018, a change in health policy requires Syrians to pay 80% of the foreigner's rate</p> <p>In April 2018, Commitments on health are added in the Brussels II partnership papers.</p> <p>In 2018, USAID launches a multi-donor account to fund GoJ costs of assisting Syrians in MoH facilities. Canada and Denmark contribute to this account.</p>

PI-9: Progress of actions to reduce Gender Based Violence (GBV)

Rating	(Unrated)
Rationale	<p>Need more information on this</p> <p>The DHS survey from 2012 indicate high levels of Gender-Based Violence relative to international standards. There are indications of some positive legislative changes that took place in 2016, but we have seen no evidence of further actions that might have been taken. More recent data on the level of GBV is not yet available, as the full report of the 2018 DHS survey has not yet been published. Anecdotal evidence collected through interviews and beneficiary feedback however suggests that the situation is unlikely to have significantly improved.</p>
Potential Next Steps	<p>The issue of decreasing Gender-Based Violence should be raised as a matter of priority for the committee, and further consultations should be held to identify other legislative changes and programming that could be undertaken. It is important that more be involved in this issue.</p>

Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> The protection against domestic violence bill of 2016 set a number of standards, such as protection of whistle-blowers. The amendment 161 of 2016 provided for the effective protection of women against violence, including through shelters, until the case was settled. Link In December, a bylaw on shelters was introduced. The National Commission for Women discussed with GoJ ways to address specific 	<ul style="list-style-type: none"> No change 	<p>No change</p>

Key Events/ Milestones		
2016	2017	2018
challenges, including duration of the stay or the possibility for women to keep male children with them. Link		

PI-10: Progress in advancing discussion on protection issues

Rating	No rating
Rationale	<p>Given that no expectations have been set with respect to dialogue, no rating is provided on this indicator. Instead, we describe the baseline situation so that process indicators might be set for the future.</p> <p>Humanitarian access to refugees in camps is considered to be consistently good in comparison to other countries with large numbers of refugees. UNHCR reports that it has regular and productive dialogue with GoJ on protection issues, and that this has led to improved practice. The 2018 drive to regularise the status of Syrians for example reportedly came about through such discussions. UNHCR also report that dialogue has led to positive actions such as GoJ making marriage certificates more affordable for Syrians, to ensure that children can obtain birth certificates.</p> <p>Discussion about sensitive protection issues remain difficult and there are red lines concerning certain topics. It is also very difficult to obtain reliable figures. For example UNHCR and GoJ comment that there has been a dramatic reduction in deportations in 2018 from previous years. The Ministry of Interior reported that 28 Syrians were deported in 2018, but offered no numbers for previous years. Deportations reportedly spiked in late 2016 and early 2017.²⁴ UNHCR declined to provide any figures for deportations at all.</p>
Potential Next Steps	<p>Donors and other humanitarian organisations express a desire for protection issues to be dealt with more transparently, and would welcome a broader process of dialogue, including about more sensitive issues which are not widely discussed. Moving forward, we would suggest gradually increased transparency and dialogue among humanitarian actors. Markers of progress could include:</p> <ul style="list-style-type: none"> • Improving the culture where it is possible to talk about issues of common concern • Increased sharing of information across the humanitarian sector • Development of alternative mechanisms for dialogue

Key Events/ Milestones		
2016	2017	2018
No change	<ul style="list-style-type: none"> • GoJ reported to be deporting hundreds of Syrian refugees per month, with little opportunity to have their case heard 	<ul style="list-style-type: none"> • Dramatic reduction in the number of deportations

PI-11: Regularity and quality of donor coordination, by sector

Rating	Green/ Amber
Rationale	Feedback from stakeholders indicates that donor coordination has been strong, although some areas have been stronger than others. Areas of strength have been Education and WASH. Coordination in Economic Growth and Livelihoods could be strengthened.
Potential Next Steps	We propose to introduce an independent and anonymous survey, whereby participants in each of the 11 sector coordination groups can provide feedback on the frequency, efficiency and effectiveness of donor coordination mechanisms. This is possibly a role for the independent

²⁴ See Human Rights Watch 2017. *I have no idea why they sent us back. Jordanian Expulsions and Deportations of Syrian Refugees*. ([Online](#)), which reports that Government of Jordan deported 2,000 Syrians in the first five months of the year, and a further 2,500 were returned to Syria with little known about their circumstances.

	monitor. Anonymised results would be reported back to JRP and committees themselves, and be used as a way to introduce process improvements.
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PI-12: M&A framework developed, adopted and in use

Rating	Green
Rationale	The need to establish a monitoring mechanism was identified in 2016, but has been very slow to materialise. Work is underway and progressing well.
Potential Next Steps	Adapt the framework that has been used for the assessment for forward monitoring. The monitoring framework should combine quantitative measures of output targets and outcomes, and include process indicators to track the extent to which agreed measures are followed through and continued. Semi-annual monitoring and review could then lead to improved processes and performance.

Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> Co-hosts commit to work with GoJ to put in place the monitoring mechanism 	<ul style="list-style-type: none"> No change 	<ul style="list-style-type: none"> Brussels II paper commits to identify the best modality to monitor the progress of the Jordan Compact. In late 2018, Agulhas is contracted to provide an assessment of progress to date, and a framework for monitoring going forward. The team mobilised in early 2019 and has completed an assessment of progress from 2016 to 2018.

PI-13: Improved quality of financial tracking

Rating	Red / Amber
Rationale	<p>A major accomplishment of the Compact has been to establish the JRP, situated within with Ministry of Planning (MOPIC), as the focal point for managing aid flows towards Compact priorities.</p> <p>JORISS, the system that JRP currently uses to track financial flows, has serious weaknesses. Multiple donors commented that they cannot reconcile their own recorded expenditures with those that JORISS attributes to them. Furthermore, the EU-supported Development Initiatives project to track donor pledges and contributions in its <i>Post Brussels Financial Tracking reports</i> cannot be reconciled with JRP financial reports. Donors offer a range of possible explanations including the misallocation of funding amounts from multiple year projects to specific years, and that donor funding channelled through UN agencies might have been reported twice. Previous attempts to introduce a new system (AFIS) have reportedly failed. Donors would like to see a new system put in place.</p>
Potential Next Steps	Inconsistency of financial reporting is a source of frustration among many donors and JRP should regard introducing a system for storing, tracking and reporting financial information to be a matter of some urgency. A first step would be to re-examine reasons that the project to introduce the Aid Flows Information System (AFIS) that came to a halt in mid 2018. If the work that was started is found to be technically robust and appropriate, the work should be re-started and taken to completion.

Key Events/ Milestones		
2016	2017	2018

Key Events/ Milestones		
2016	2017	2018
<ul style="list-style-type: none"> Development Initiatives establishes tracking of donors' Brussels Conference pledges and financial contributions JORISS System established for implementers to apply for projects 	<ul style="list-style-type: none"> Jordan decides to introduce Aid Flows Information System (AFIS). 	<ul style="list-style-type: none"> Work proceeds through 2018 to establish AFIS System. Work stops in summer 2018, as negotiations take place concerning the continuation of UNDP's contract to manage the JRP. Work on AFIS has not been re-started.

PI-14: Improved tracking of gender-focused initiatives

Rating	Green / Amber
Rationale	The approach used to track gender-focused activities within JORISS was assessed in 2017 and found to be inadequate. Analysis also found that implementers entering data into the system were not entering gender disaggregated information, as they were required to do. Improvements to the gender marker were introduced to JORISS in 2018, and the results of these changes on quality of reporting will be assessed in 2019.
Potential Next Steps	<p>UN Women will support the Department of Statistics and MOPIC to collect data and develop analysis against gender related SDG indicators.</p> <p>An investment in the institutional capacity of line ministries to implement the GRB budget circular will also an important next step in tracking national budget allocations. This should include capacity strengthening on undertaking gender analyses, collecting sex-disaggregated data for indicators and baselines and subsequently, reflecting identified needs in budget allocations and tracking the impact.</p>

2016	2017	2018
	<ul style="list-style-type: none"> The gender marker tool was developed: that helps code projects according to their level of gender mainstreaming UN Women Jordan undertook a financial analysis of the 2017 JRP contributions demonstrating only 2.17 per cent of JRP funding in 2017 targeted gender equality and women's empowerment initiatives (Briefing note on tracking financing-UN women) 	<ul style="list-style-type: none"> There were improvements made to the Gender Marker (rating of 1 to 4)