



Performance Report of the Dr. Omar Al-Razzaz Government within 2 Years

Issued by

Hayat Center - Rased

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Introduction and Methodology of the Report

INTRODUCTION

According to Article (45) of the Constitution of Jordan, "The Council of Ministers shall be entrusted with the responsibility of administering all affairs of the State, internal and external, with the exception of such matters as are or may be entrusted by the present Constitution or by any other legislation to any other person or body." Article (48) stipulates that the Prime Minister and Ministers are responsible for implementing decisions issued by the Council of Ministers, each within the limits of his competence. Article (51) of the Constitution stipulates that the Prime Minister and Ministers shall be collectively responsible before the Chamber of Deputies in respect of the public policy of the State. In addition, each Minister shall be responsible before the Chamber of Deputies in respect of the affairs of his Ministry.

According to Article (53) of the Constitution, a formed government shall submit the ministerial statement to obtain the council of deputies' confidence. The ministerial statement is considered one of the most important tools of democracy in Jordan because the government cannot practice its functions without the confidence of the council which was elected by the people to represent them in the decision-making process. The statement's importance lies in compelling governments to submit their program and plans before the council. These plans and programs are to be adopted during the government's term of managing public affairs and dealing with dedicating the concepts of democracy, reform, and development in all fields. This, in turn, identifies the way the deputies deal with the formed government and decides their decision to grant or withhold confidence.

Looking at the global principles that regulate the concept of accountability, we find that accountability has two main sources: Legislation and the principles of integrity. This means that the government is accountable for its performance and commitments as stipulated in the constitution and other legislation. It is also accountable for its performance according to the principles of integrity from which branch the guarantee of optimum use of resources, combating corruption, commitment to implementing what is issued by it in terms of textual and verbal commitments, explaining the reasons behind the decisions taken by it to citizens, and explaining the consequences of these decisions in addition to numerous other commitments.

This report comes in view of the official and popular interest over the government's performance. It is the sixth report published by Al-Hayah Center – Rased for the public opinion to be informed of the performance of Dr. Omar Al-Razzaz's government in implementing its commitments and promises to which it committed and whose written and verbal sources are numerous. The report also monitors the council of ministers' decisions and provides information about trips made by ministers, and provides information about appointments issued by the council of ministers. The report also analyzed the reality of the legislation published in the Official Gazette during the government's term, showing the ratio between regulations and laws, and the extent to which they were published for consultation on the Legislation and Opinion Bureau website. The report also shows the extent to which the prime minister interacted with citizens on Twitter and measures people's approaches and the extent to which they are optimistic with the government judging from analyzing their comments.

This report targets primarily the government itself to form a source of information about its performance, showing areas of shortfall in implementing its commitments, submitting recommendations, and its best practices. It also targets members of the council of representatives to form a reference for them about government performance to enable them to practice their control role-based on documented facts and information, in addition to targeting the media, researchers, academicians, and public opinion.

The report shows the government's performance during one and a half year of its existence and covers the period 14 June 2018 to 14 June 2020.

Methodology

This report was prepared based on a clear research methodology that includes qualitative and quantitative indicators that were developed based on Rased's accumulated experience in preparing monitoring reports while consulting some international practices which offer monitoring methodologies and scientific indicators to measure and evaluate the government performance level. This report was prepared by a team of Al-Hayah-Rased researchers and a team of independent researchers with experience in research and government performance. The work team took a number of steps to implement the report represented in the following stages:

1. Information Gathering Stage: This stage was carried out by two separate teams from Al-Hayah-Rased researchers. The two teams worked in parallel to collect information related to each of the report axes. Reliable sources were relied on, including:
 - A. Official Gazette.
 - B. Prime Ministry's website.
 - C. C. Ministries' websites.
 - D. Ministries' Facebook pages.
 - E. E. Jordan News Agency "Petra".
 - F. Prime Minister's Twitter account.
 - G. Legislation and Legal Opinion Bureau's website.
 - H. Open source of information "Google Search Engine" to which the research team resorts when there is no information available on the above sources, as a last resort and research stage to ensure more credibility and accuracy.
2. Information Verification Stage: After the information gathering stage, a joint session was held between the Rased research team and the independent research team to review and verify the information gathered.
3. Information Classification and Analysis Stage: After the information accuracy is verified the report axes were distributed to different research teams and each team undertook the task of classifying the information within the axis under its responsibility. Each team then worked on analyzing the information and partially drafting the report as related to the axis on which it is working. The independent researchers and the research team from Rased then met to implement a comprehensive review of the report before it is transferred to the editing and visual design stage.

Level of Accuracy and Error

In spite of the tight methodology utilized in preparing the report and which comprises an accuracy level of more than 95%, a margin of error is still valid at a rate of 5%, particularly in the following axes:

1. Classification of the Council of Ministers' Decisions: the report team created main axes under which to classify decisions. However, there are decisions that could be classified under more than one axis, which leaves a larger space for the research team to classify. An example is the Council of Ministers' decision to "exempt the United Nations' Relief and Works Agency in the Middle East (UNRWA) from school books' prices for the school year 2017-2018, covering the exemption value from the school books' deposits in the Ministry of Education's budget." We find that this decision is intertwined and can be classified under the "services – education" axis. It also concerns the Ministry of Education budget and can be classified under the financial and economic axis in addition to being related to political affairs.
2. Level of Fulfillment of Commitments: Despite the large research effort by the report preparation team, the level of error here, if present, maybe due to the lack of sufficient government disclosure in certain areas. This could lead to the inability of the research team to access information because the government failed to disclose it.

Methodology of Preparing the Report Axes

First: Government Commitments and Promises

1. Limiting Commitments and Promises

For purposes of identifying government commitments and promises, the report team traced what was issued by Prime Minister Omar Al-Razzaz in all circulars, statements, and plans. The government's statement requesting the council of ministers' confidence was analyzed and its commitments were extracted, in addition to analyzing the response statement to the council of representatives' discussions. The report monitored all the media meetings and field visits by the prime minister to monitor the commitments mentioned by him reaching the government launching the government's 2019-2020 plan priorities in which a large number of commitments were mentioned. They were listed and compared with previous commitments to reach one list that includes all the government's commitments.

2. Classifying the Commitments

After listing the commitments, the report team classified the commitments in ten axes based on the type of each commitment as follows:

- A. Administrative axis
- B. Financial and Economic axis
- C. Services axis
- D. Transparency, accountability, and fighting corruption
- E. Legislative axis
- F. Political axis
- G. Employment and social protection axis
- H. Public sector performance axis
- I. Energy axis

3. Monitoring the Level of Implementing Commitments

The report team prepared expanded desk research based on information sources approved in this report to identify the level of implementing all government commitments. The research was 14

Performance Report of the Dr. Omar Al-Razzaz Government within Year and a Half implemented by the Rased research team in cooperation with a team of independent researchers. Information was verified and checked at three different stages.

The level of verifying commitments was identified based on three levels selected based on Rased's experience in evaluating government plans and commitments and on a number of international standards. The levels are:

- Full implementation: A commitment is given this level when the following conditions are fulfilled:
 - All material basis of the commitment were fulfilled
 - There was a clear and fixed outcome for the commitment
- Under Implementation: A commitment is given this level when the following conditions are fulfilled:
 - Implementing one or more of the material foundations of the commitment was started.
 - There was clear and documented evidence that there was an implementation aimed at achieving the commitment
- Did not Start: In case the research team did not reach any evidence that the implementation of any of the commitments' foundations was not given this level of commitment.

Second: Council of Ministers' Decisions

The report team traced and listed the council of ministers' decisions issued during the council's meetings as published officially on the prime ministry's website and the government's website. The decisions were classified based on the axis under which they are listed. Eleven axes were approved according to the following classification:

- A. Administrative axis
- B. Financial and Economic axis
- C. Services axis
- D. Transparency, accountability, and fighting corruption
- E. Legislative axis
- F. Employment and social protection axis

- G. Public sector performance axis
- H. Appointments axis
- I. International agreements and memorandum of understanding axis
- J. Energy axis

Third: Travel by the Council of Ministers' Members

For the purpose of monitoring trips by ministers outside Jordan, the Official Gazette was approved as a basic source for this purpose. The report team monitored all the Gazette's issues during the report period. The Official Gazette publishes all the ministers' appointments of authorized deputies when a minister travels.

Fourth: Appointments

The research team monitored the Council of Ministers' decisions and those related to appointments were addressed separately. The team then researched the professional background of every person appointed and checked whether this person was working before the decision appointing him/her was issued in the private or public sector.

Fifth: Governmental committees

The research team monitored the governmental committees that were formed by the council of ministers and the prime minister's decisions, excluding the committees formed by a minister's solo decision. The research team used the decisions made by the council of ministers as the main source of information.

Sixth: Defence orders

The research team monitored the defence orders that were issued by the defence law by using Official Gazette as a primary source. Also, the research team worked on analyzing these orders and converting them into clauses, which only contains one decision or procedure per clause, then they were further

analyzed and turned into focal points. Moreover, all the notices and instructions published in the official Gazette were collected.

Seventh: government actions under the Defence law

In addition to adding the decisions made by the council of ministers, the research team worked on monitoring decisions made by government institutions, made during the coronavirus crisis. Then they were analyzed and turned into focal points, while noting that they should be read in unison with decisions made by the council of ministers during the corona crisis.

Eighth: Himmat Watan fund and donations

The research team monitored the donations received by the Himmat Watan fund and hesab el khier account. To achieve this, the research team used the official gazette and the official himmat watan website www.himmatwatan.jo.

Ninth: Electronic platforms

To collect the applications and electronic tools deployed by the government to deal with the corona crisis, the research team used what was published by media outlets in addition to the applications that were collected in the government released platform "one".

Executive Summary

2 YEARS OF THE GOVERNMENT'S LIFE AND 3 MONTHS SINCE THE ENACTMENT OF THE DEFENCE LAW

- 434 Commitments made by Al-Razzaz government within 2 years of which 20% of them were completed and 22% did not start yet.
- 694 Decisions were made by the Ministers Cabinet within 2 years, where 31% of them are related to the legislative issues, and 29% of them to the administrative decisions.
- 10 appointments in senior leadership positions during the enactment of the Defence law and 65 appointments within 2 years.
- 14 Defence orders within 3 months which included 182 decisions and procedures.
- 379 Travel trips were made by 43 ministers, 29% of them to undisclosed destinations.
- 15 electronic platforms and 2 smartphone applications released by the government to deal with the coronavirus.
- 15% of the government priority plan 2020 - 2021 are commitments worked on before their release.
- The government does not adhere to the Defence order (4), which dictates the release of donor names, the number of their donations, and how they were utilized in the pages of the official gazette

June 21, 2020

Amman, Jordan

Hayat - RASED issued its report on monitoring Dr. Omar Al-Razzaz's government performance during 2 years of its life and 3 months since the enactment of the Defence law, covering the period from 14 June 2018 to 14 June 2020. The report included tracing the government's commitments and the extent to which they were implemented, tracing the cabinet of ministers' decisions, classifying them into pillars, in addition to collecting the Defence orders and government decisions during the coronavirus pandemic, monitoring travel trips by members of the cabinet of ministers within the last 2 years which were published in the Official Gazette, and monitoring appointments into senior leadership positions within the last two years, electronic applications and platforms released by the government to deal with the coronavirus pandemic, the committees established by the cabinet of ministers within the last 2 years, in addition to monitoring the performance of the government regarding the management of the Himmat Watan fund, the ministry of health's account, al khier account, and its compliance to the Defence orders.

The report results showed that the government made 434 commitments in 2 years. Which 213 of, the commitments are from the 2019 - 2020 government priorities plan, 88 commitments stated by the prime minister in media interviews and field visits, 133 commitments brought by the government's 2020 - 2021 priorities plan. Results showed that the government fully implemented 20% of its total commitments and that 58% of the commitments are being implemented. 22% of these have not been started yet. and the report results showed that government commitments released before the implementation of the government's 2020 - 2021 priorities plan which amounted to 301 commitments, showed that the government fully implemented 25% of its total commitments and that 66% of the commitments are being implemented. 9% of these have not been started yet after the 2 years.

The report also shows that 15% of these commitments are ones that were being implemented with some being completed before the release of the plan. Which makes the report raise questions regarding why they implemented the plan even though they were present prior to its enactment.

Regarding the Council of Ministers' decisions, the report showed that there is no official source listing all the cabinet's decisions. The report team collected the decisions published on the cabinet of ministers' website, the government's official website, and the cabinet of ministers' official Facebook page. Their number over 2 years was 694 decisions. The highest was the legislative pillar which received 31% of the total number of decisions. 29% were within the administrative pillar, the transparency and accountability pillar was the lowest with 1% ratio from the total number of decisions. The report also followed on the decisions Made by the ministries and institutions during Covid-19 pandemic which come to a total of 409 decisions.

The report includes analysis regarding the defence orders released by the prime minister to deal with the coronavirus pandemic. Which amounts to 14 Defence orders, encompassing 182 decisions and procedures, 7 notices, and 4 instructive materials. Upon analyzing the contents of the defence orders, it came to light that the social protection pillar and the labour market relegation pillar enjoyed the highest percentage within the the defence orders with 18% for each. Furthermore, the report showed that 8% of the defence concerns punishments, while 9% was focused on halting established legislation.

Regarding travel trips by members of the cabinet, the report showed that the current and previous 49 ministers made 379 trips during the last 2 years of Al-Razzaz government's life. The destinations of 71% of the trips were announced while 29% were not announced and without knowing the reasons or outcomes of the trips. The minister of foreign affairs Ayman Safadi was shown to be the minister who traveled the most with 54 trips within 2 years, followed by the Minister of Industry, Trade and Supply Tariq Hammouri with 32 trips, the minister of energy Hala Zawati with 23 trips. While 4 ministers did not partake in any trip, such as the minister Basem Twisi of the ministry of culture.

Results also showed that the council of ministers issued 65 appointment decisions in leadership and public positions, 86% of which went to males and 14% to females, including 10 new appointments under the Defence law.

The report also includes a distinctive section for monitoring the funds and accounts launched by the government in order to collect donations during the coronavirus crisis, which are the Himmat Watan fund, the ministry of health account, and the ministry of social development “Al Khier” account. The report relied on the information found in the official gazette, and the Himmat Watan official website www.himmatwatan.jo. Upon reviewing the website till 21/2020/6/, it was found that the total of donations reached 110,737,177JD, with 93,324,598 JD coming from the Himmat Watan fund, 15,687,217JD from the ministry of health’s account, and 1,725,362 JD from Al Khier account. According to the the Himmat Watan website, The collected donations were found to have been allocated as follows: 27 million JD to the National Aid fund, 1 million JD to Tkiyet Um Ali charity, 1 million JD to the Jordan Hashemite Charity Organization.

Upon further analysis, it was made clear that more than 81 million JD which are mentioned by Himmat Watan as received funds are not addressed yet on whether they have been spent or their destination. The report also shows that the government did not adhere to clause (8) of the Defence order (4) for the year 2020, which states that every donor’s name and donation destination should be published in the official gazette, and the report warns that the government did not publish the details regarding donations under 5000 JD in the official gazette. In addition, the report demands the necessity of transparency from the government and the publishment of information regarding all donations regardless of their amount.

The report worked on collecting information regarding all the electronic outlets released by the government during the coronavirus crisis, which are a total of 17 outlets, 13 being electronic platforms, 2 electronic windows, and electronic applications. Due to the level of transparency by the government regarding these electronic outlets, the report raises some questions regarding the cost of developing and deploying these electronic platforms and applications, their designers, their mechanism of referral, their efficiency, and their comprehensivity to all of the kingdom’s regions.

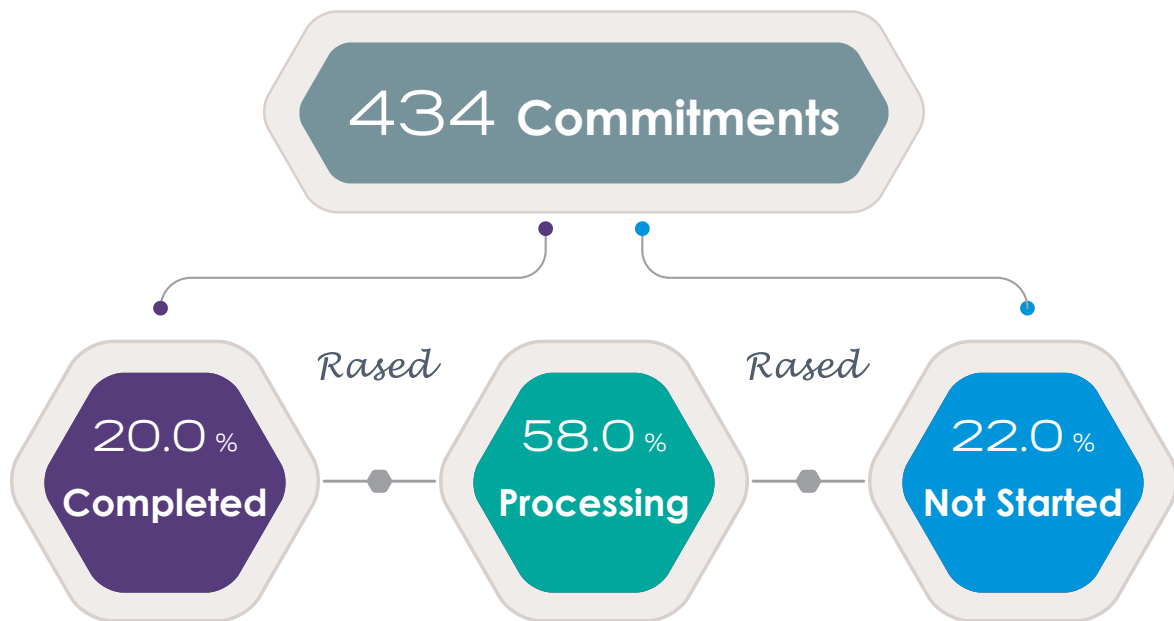


Figure1: Commitments of the government of Dr. Omar Al-Razzaz within two years of its life.

*Source of commitments: Al Nahda commitments, what was stated by the prime minister, government priorities plan. 2021-2020

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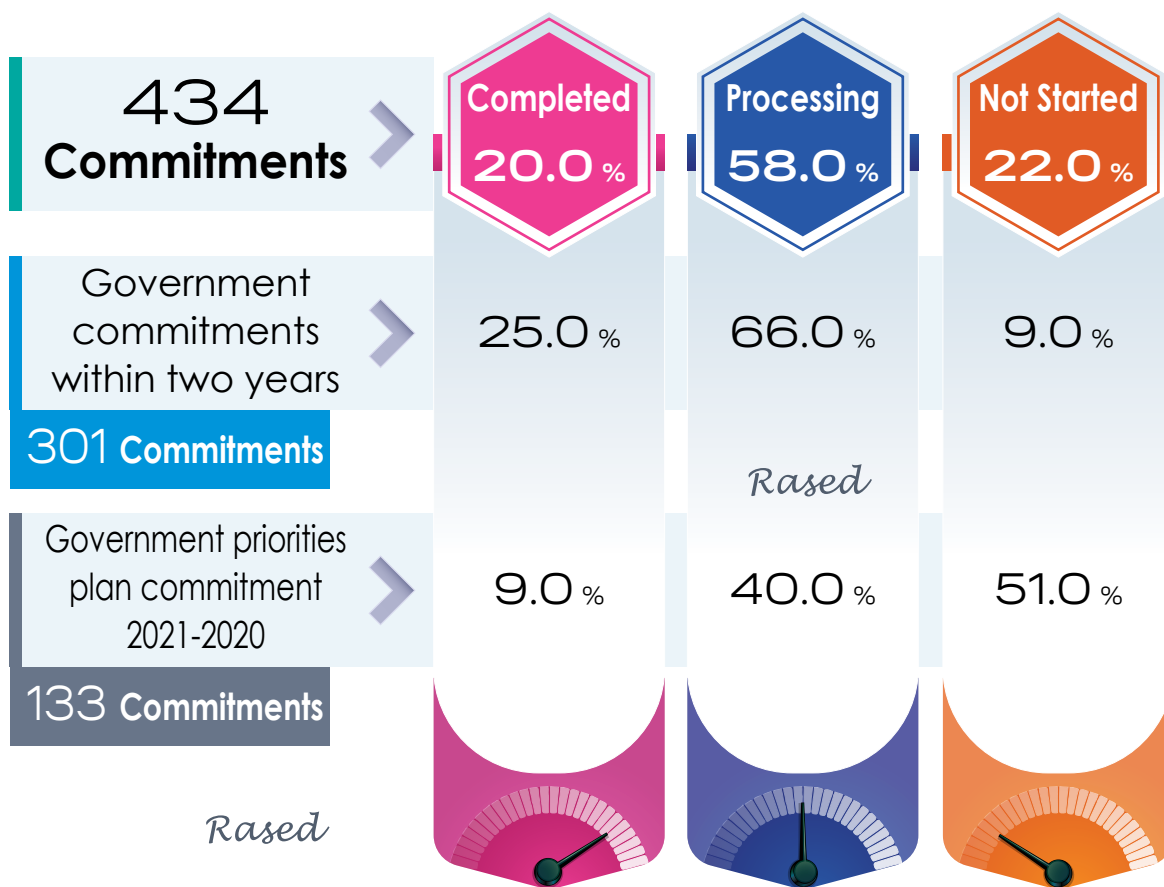


Figure2: Achievement level of the government of Dr. Omar Al-Razzaz within two years of its life (according to the source of commitment)

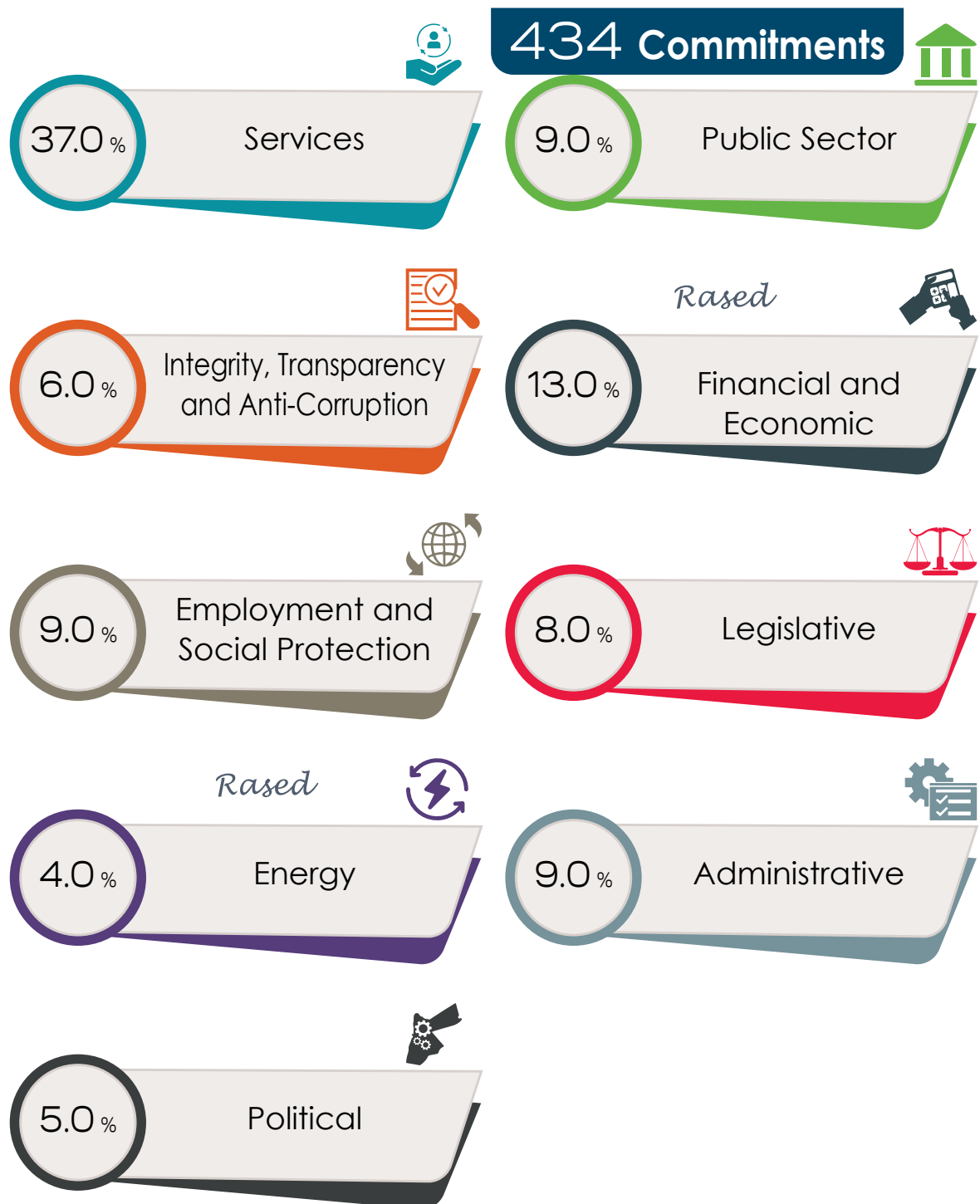


Figure3: Distribution of the commitment pillars of the government of Dr. Omar Al-Razzaz within two years of the government's life.

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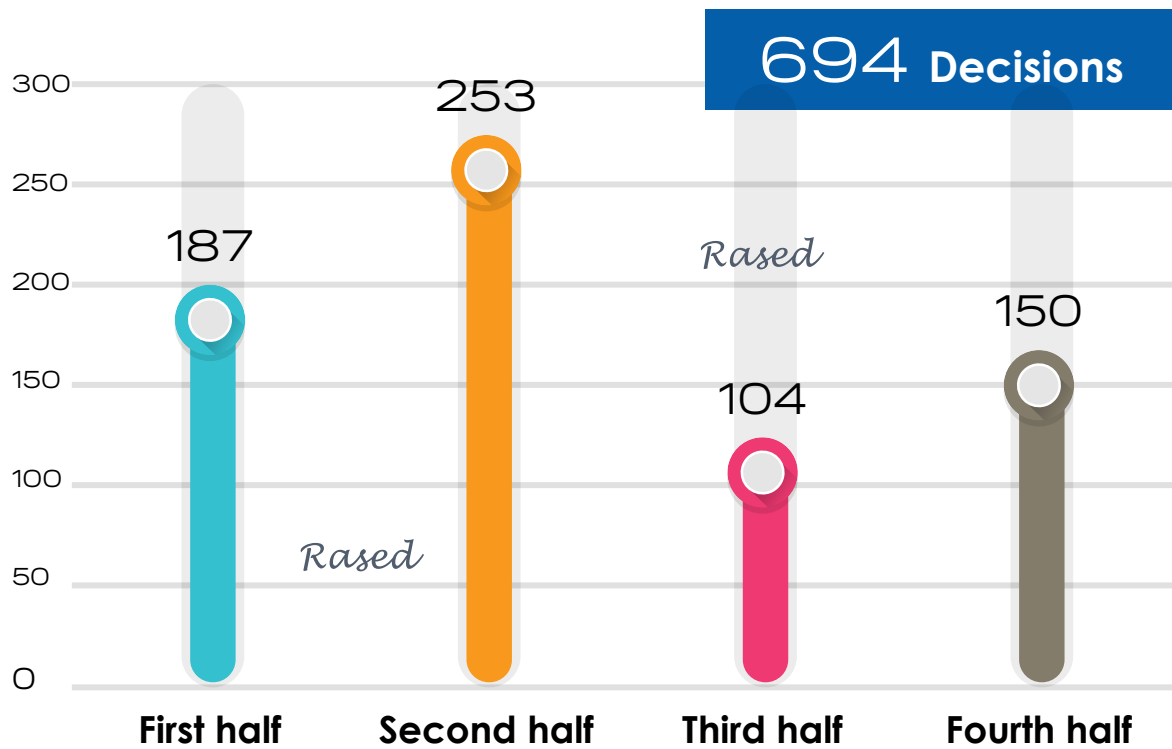


Figure4: The cabinet decisions within two years of the government's life.

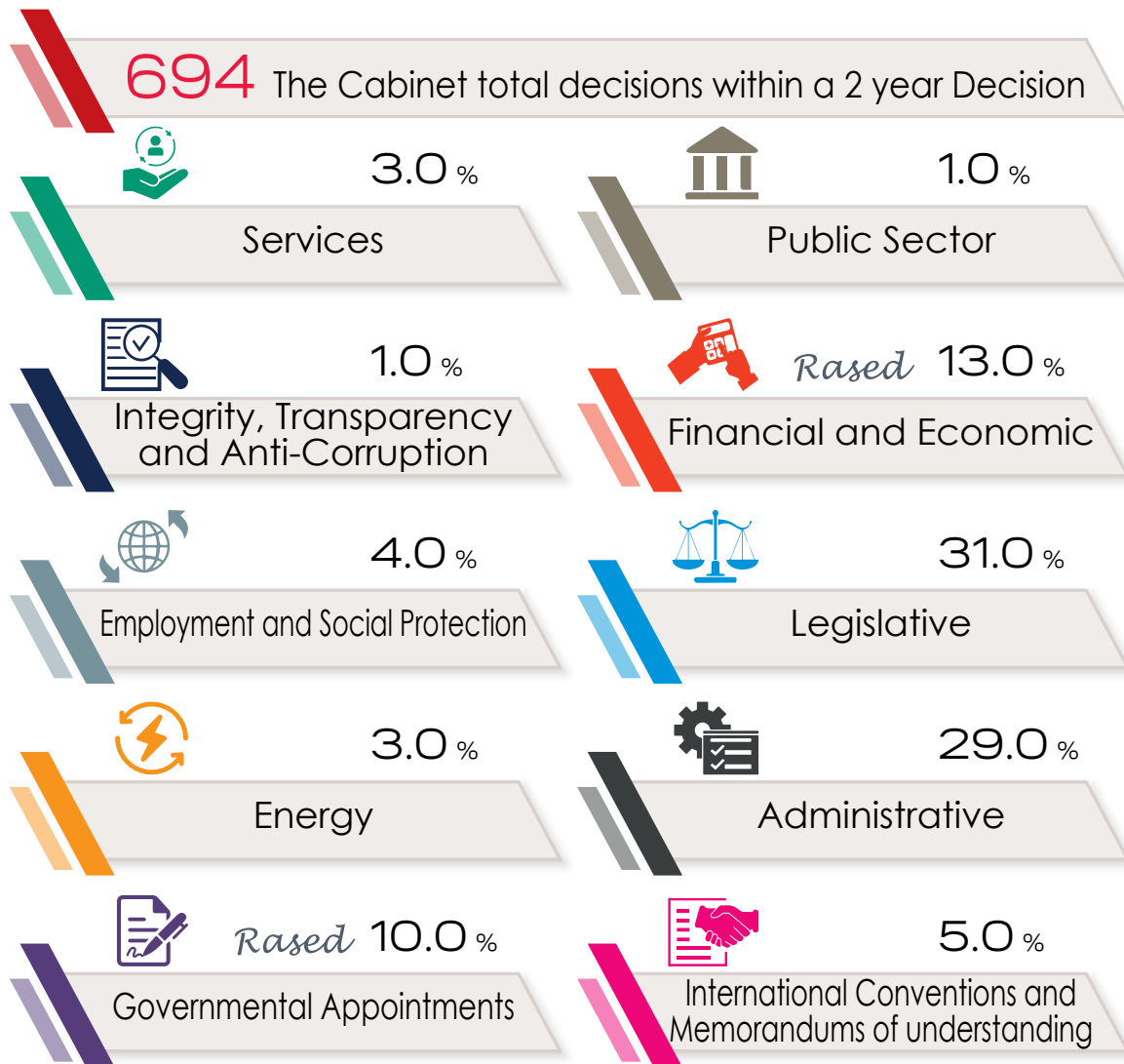


figure 5: Pillars of the decisions of the cabinet of ministers within two years of its life.

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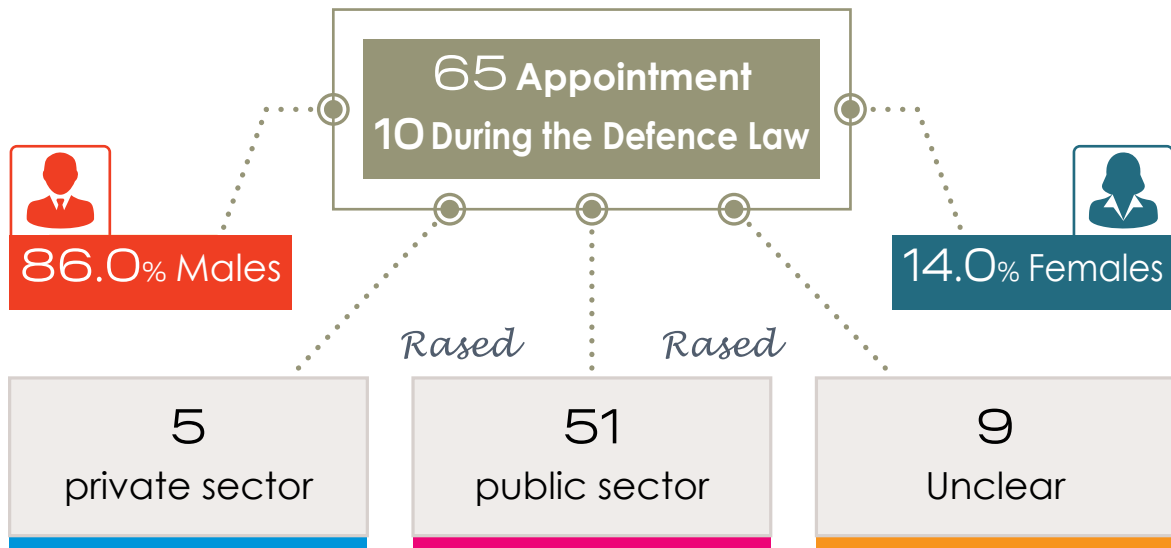


Figure6: Appointments into senior leadership positions for the government of Dr. Omar Al-Razzaz within two years of its life.

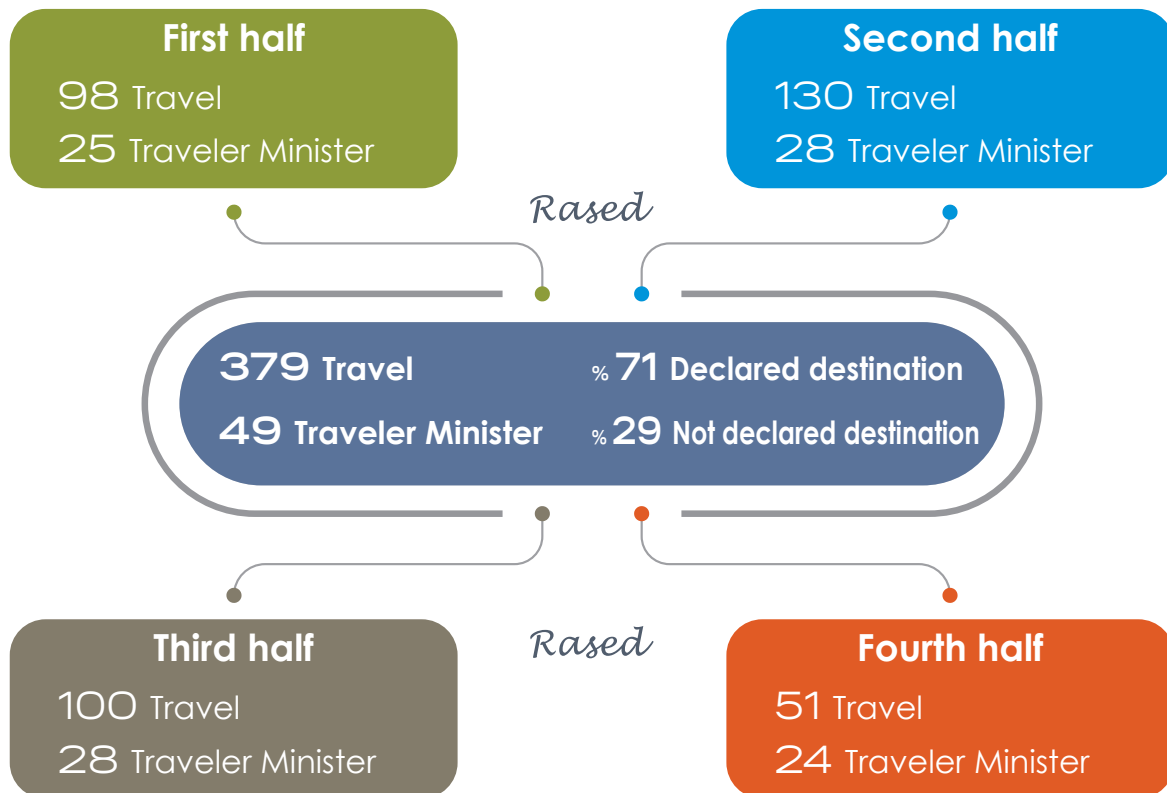


Figure7: Travels of the prime minister and members of the cabinet within two years.



Figure8: Committees formed by the cabinet of ministers within two years of its life.

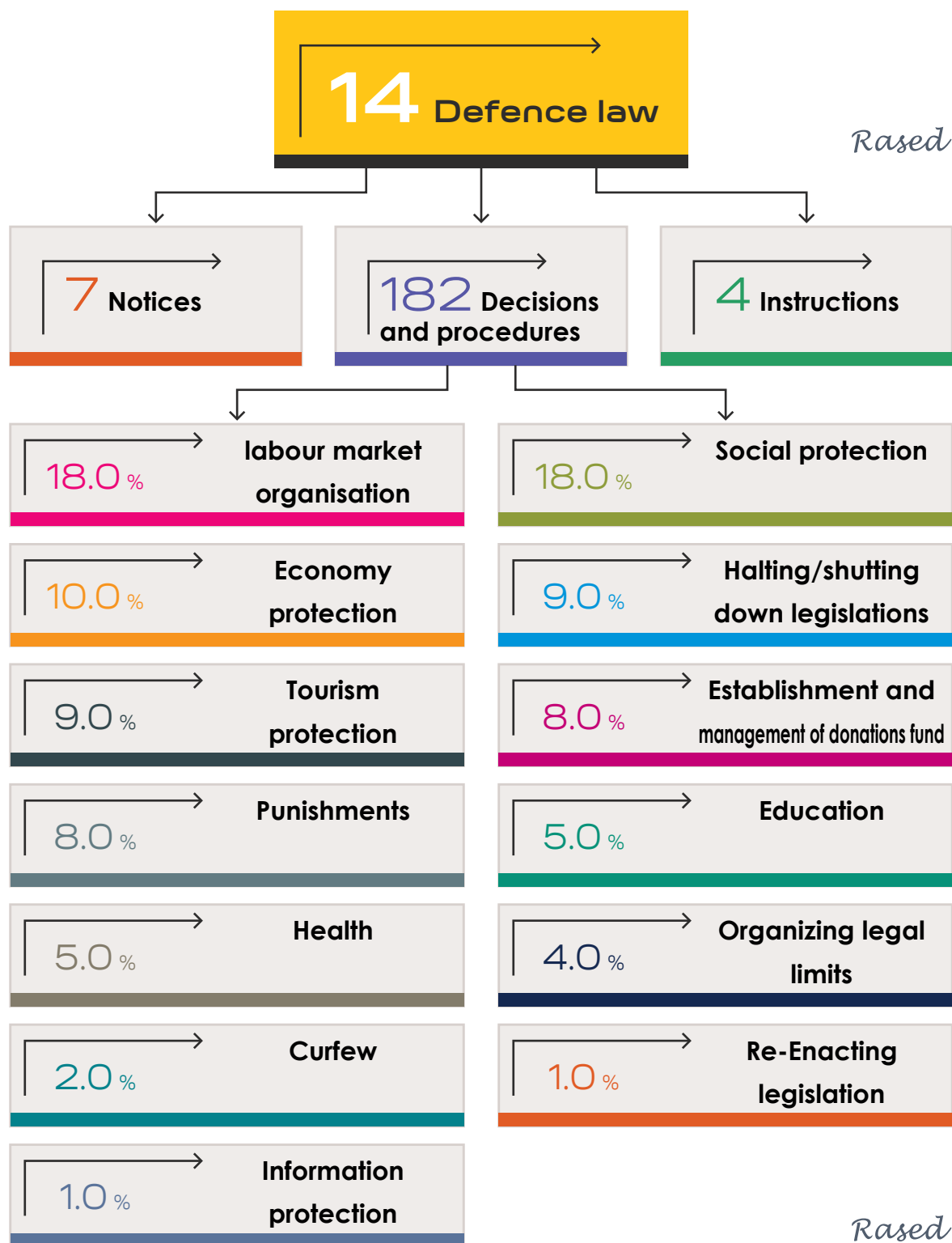


Figure9: Defence orders within the three months of the defence law enactment

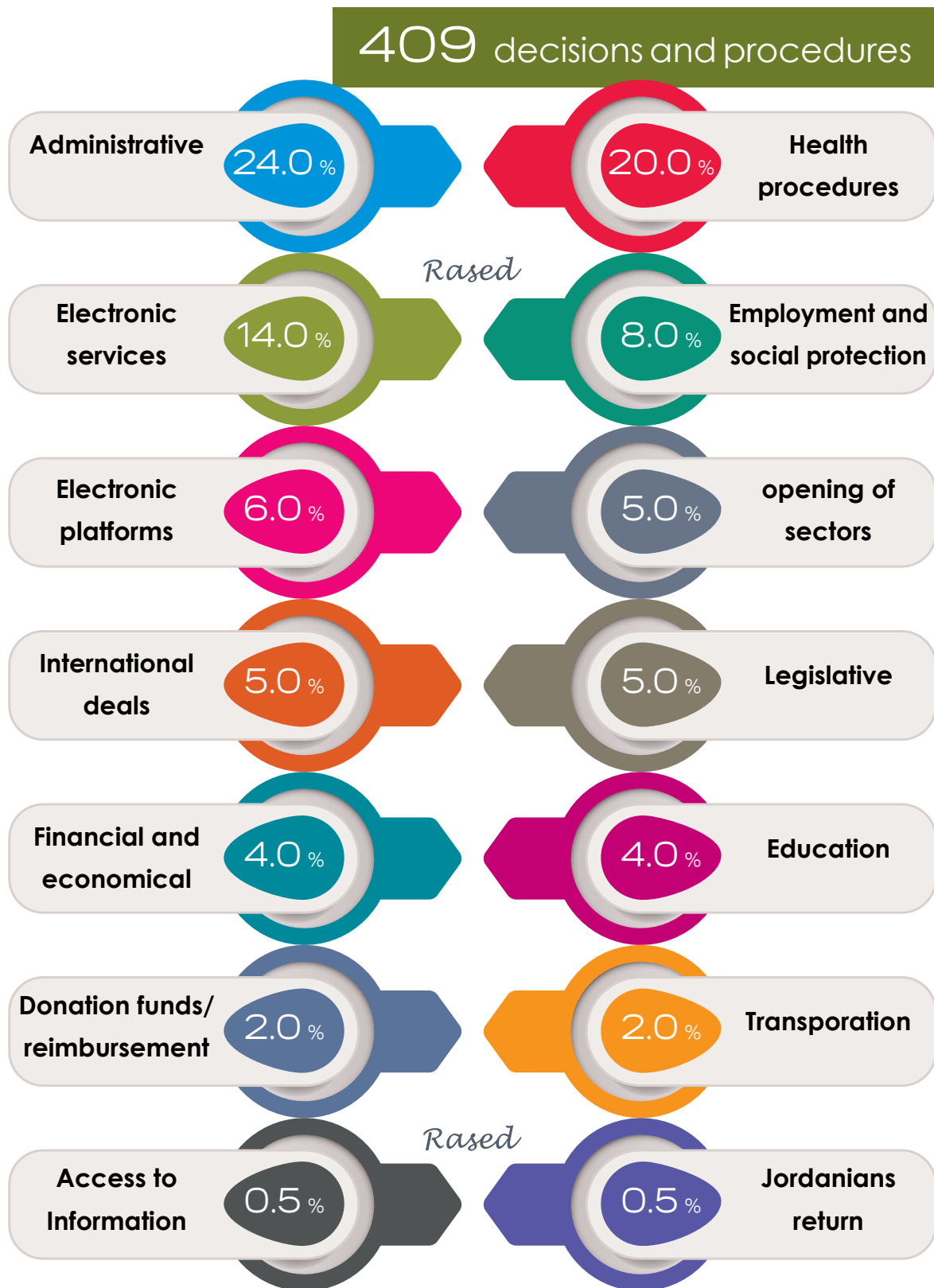


Figure10: Analysis of government institutions during the coronavirus pandemic.

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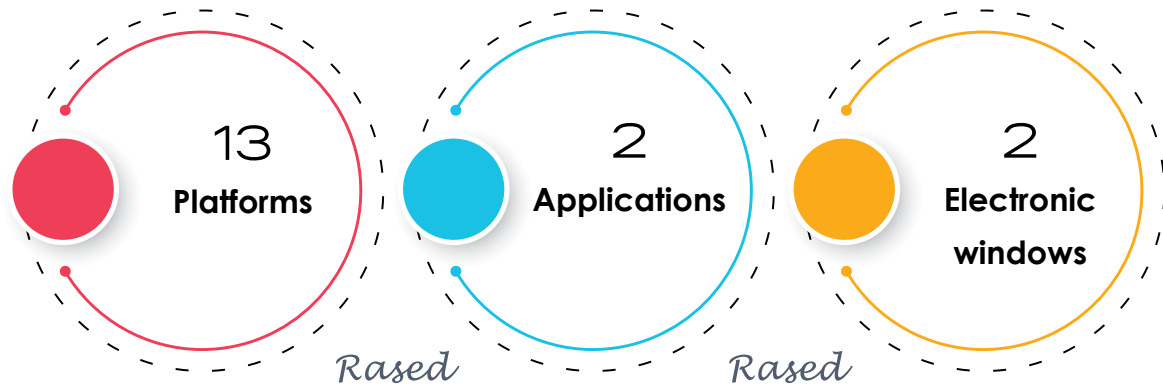
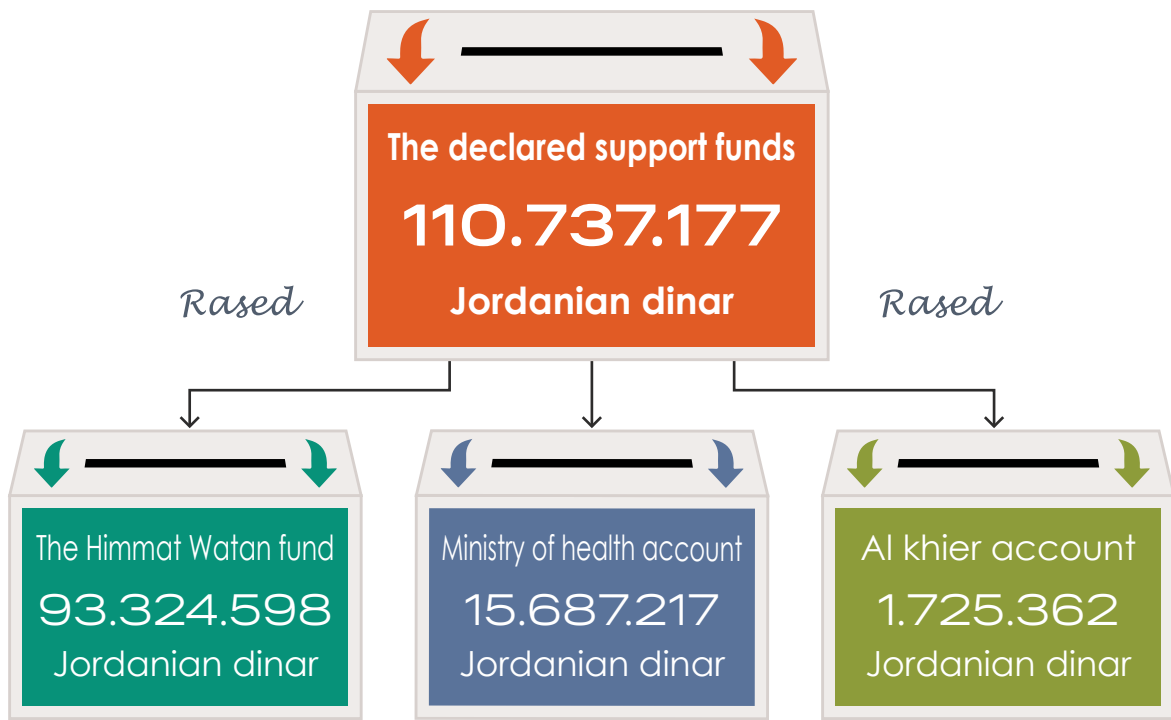
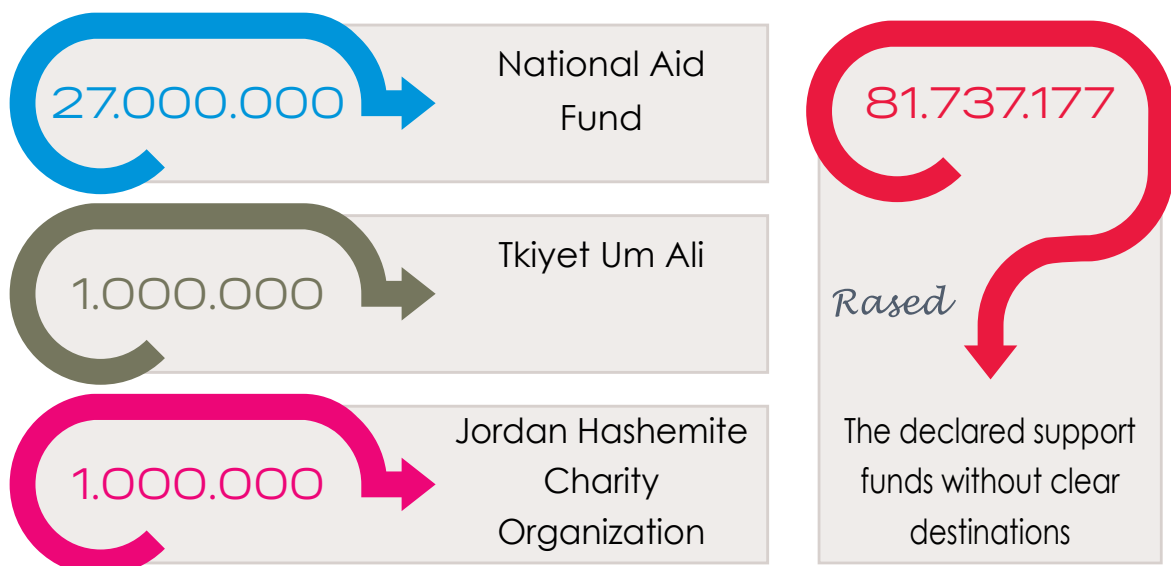


Figure11: The electronic platforms and applications during the coronavirus pandemic



Total of announced expenses



The source of these data is the Himmat Watan fund official website www.himmatwatan.jo, which publishes a list of donors who contributed with 5000 Jordanian dinars or more to the fund, that the rased team collected and is available in this report.

It should be noted that the website did not publish donations of less than 5000 Jordanian dinars which is in violation of clause (8) of the defense order (4), that states that all donations and their usage should be published in the national gazette.





Figure 12: The support funds and expenses during the coronavirus pandemic

In light of the increased public interest in viewing the performance of the government through its achieved and ongoing commitments, and in light of the increased community awareness and technological openness which plays a major role in the delivery of information and the dissemination of rumors. and based on the responsibility of Hayat –Rased in fostering the culture of accountability and transparency as well as providing the correct information to the public opinion, Rased launched “Razzaz Meter” since the government of Dr. Omar Razzaz took over its constitutional powers on 14/2018/6/, this new monitoring tool in Jordan and the region aims to monitor and evaluate the performance of the government in implementing the government’s plans and commitments, and track all the cabinet’s decisions and categorize it. Additionally, the performance of ministers took part in the assessment includes tracking their activities business trips, following that these results are presented to the citizens as an essential tool in the promotion of transparency.

On the other hand, “Razzaz Meter” also traced the effectiveness of official committees. Also, tracing the rumors related to public performance and how the government deals with them through Haggak Teiraf platform.



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