



**USAID** | **JORDAN**  
FROM THE AMERICAN PEOPLE



# COUNTRY DEVELOPMENT COOPERATION STRATEGY (CDCS)

June 30, 2020 – July 1, 2025

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# I. Executive Summary

## **CDCS Goal**

USAID's goal for the 2020-2025 Jordan CDCS: Jordan advances its journey to self-reliance by creating private sector-led economic opportunities for a healthy, well-educated population, improving water security, increasing citizen-state trust, and reducing barriers for women and youth.

The Mission will elevate its partnership with the Government of Jordan (GoJ) to accelerate Jordan's journey to self-reliance. USAID will encourage the GoJ to implement policy, institutional, and legal reforms that address the challenges facing the country. The GoJ recognizes the need for significant reforms and its policy priorities fully align with the CDCS goal and USAID's self-reliance approach. The main challenge for Jordan is to successfully implement reforms while maintaining stability and coping with numerous external shocks and the internal demands of its population.

Drawing on its enduring and strong relationship with the GoJ, USAID will expand the use of partner government systems and shift more program implementation to the host country and other local systems.

## **Capacity and Commitment**

Jordan is an upper-middle income country positioned within the SE quadrant of the country roadmap chart, indicating higher capacity than commitment<sup>1</sup>. While strong commitment is demonstrated at senior levels of the government, commitment at the implementation level is often weak.

Jordan's economic indicators have remained mostly unchanged since 2012 as it coped with fallout from the Syria crisis. The most significant changes since 2012 are an increase in capacity of the economy (+.08 to .61) and a recovery of gross national income per capita to 2012 levels (after several years of decline). Jordan's economy has the potential to expand further but it will require continued GoJ commitment to enact policy reforms that limit public debt, improve the business environment, and put the country on a more sustainable economic path.

While Jordan has relatively high levels of government and citizen capacity, its capacity in several key areas must improve to advance the CDCS goal. Future USAID efforts will help the GoJ increase its capacity to boost economic development, collect revenue, advance water security, deliver education and health services, and advance the potential of all elements of society to contribute to Jordan's development. Jordan's relatively high level of safety and security facilitates USAID and GoJ efforts.

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<sup>1</sup> <https://selfreliance.usaid.gov/country/jordan>

Jordan also faces commitment challenges related to the economic gender gap and open and accountable governance. Jordan has some of the lowest indicators in the world for women's labor force participation and gender equality, and its rank on the Gender Gap Index has remained stagnant for the past decade. The low rate of female economic participation extracts a high cost to the Jordanian economy and represents a missed opportunity for both the broader society and in terms of economic growth. Increased GoJ transparency and engagement with citizens will be required to build support for necessary reforms.

## **Strategic Choices**

USAID will elevate its partnership with the GoJ to address the country's key challenges, incentivize reforms, and increase citizen-state trust, while helping to maintain Jordan's stability and build self-reliance. USAID will increase coordination and burden-sharing with other donors, the GoJ, and the private sector. Programming will be implemented across the country.

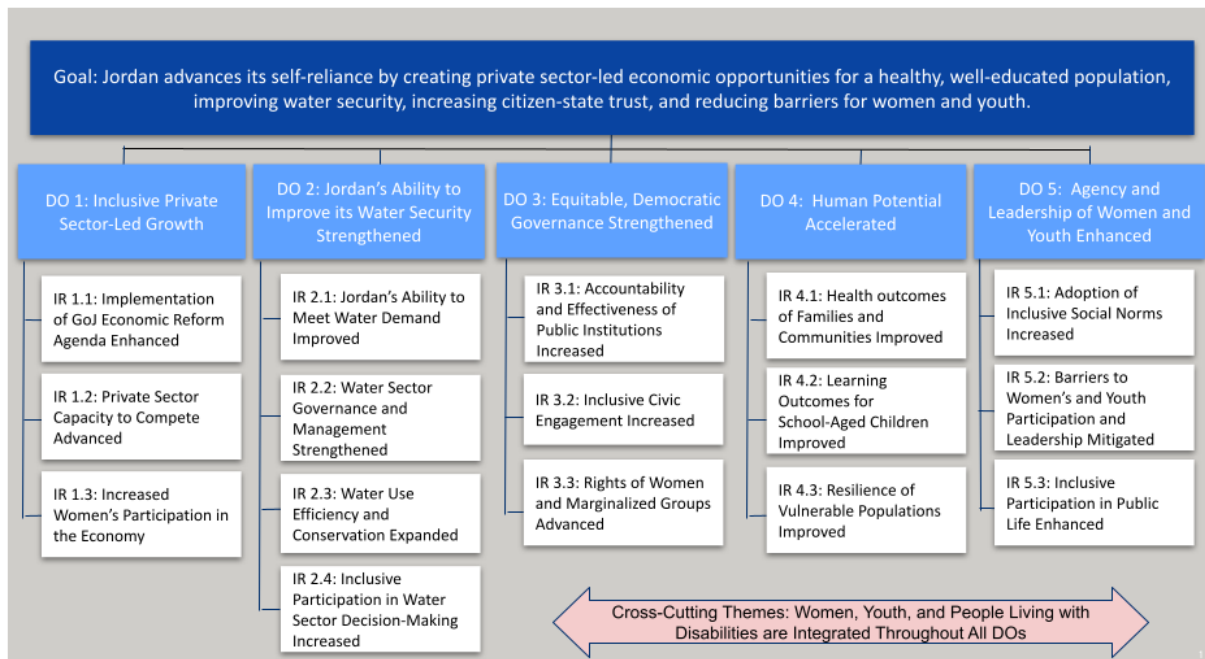
- Economic growth remains the top priority for USAID and the GoJ and has the greatest potential to enhance Jordan's self-reliance. To achieve this, the private sector must be a full partner in economic reform efforts. The Mission will increase and deepen collaboration with the private sector to embrace market-based solutions and leverage the private sector's expertise, resources, and investment to accelerate economic growth and job creation.
- Jordan's lack of water has the potential to upend progress in other areas. The Mission's water sector programming will shift from a technical assistance model to implementing through partner government systems and facilitating private sector investment to strengthen Jordan's overall water security.
- Democracy, human rights, and governance programs will strengthen partnerships with non-government actors to build citizen engagement in decision-making while incentivizing a more transparent and accountable GoJ.
- Education, health, and resilience programs for vulnerable groups, such as USAID's cash and job readiness assistance to the working poor, will be implemented primarily through partner government systems as a means of developing GoJ capacity and bolstering commitment. USAID plans to transition the financing and implementation of some of these activities to the GoJ during the strategy period.
- This strategy fully integrates women and youth across all development objectives (DOs), while also dedicating a DO specifically focused on strengthening the agency and leadership of women and youth. In all sectors, USAID will improve dialogue and communication between the GoJ and its citizens to build public support for economic reforms, improve inclusive water sector decision-making, address the needs of vulnerable populations, and incorporate input from women and youth.

Ensuring the full participation of all Jordanians in the economy and governance is necessary to increase citizen-state trust and maximize the country’s human potential. The Mission will emphasize the rights of marginalized communities and groups to participate in Jordan’s economy, contribute to democratic governance, and receive adequate health and education services. All activities will consider the needs of women, youth, persons with disabilities, religious and ethnic minorities, and other marginalized groups.

It is encouraging to note that Jordan is not tiered in the United States Commission on International Religious Freedom Report and there are minimal risks to religious freedom and ethnic minorities in the country. Jordan's constitution and its institutions safeguard the free exercise of all forms of worship and generally ensure there is no discrimination based on religion or national origin. USAID will continue to promote economic opportunities for religious and ethnic minorities and preserve religious and cultural heritage sites to build on Jordan’s strong tradition of tolerance, pluralism, and religious diversity.

*This CDGS was finalized in early 2020 as COVID-19 became a global pandemic. USAID/Jordan will continue to monitor its potential impact and, if needed, the Mission will re-evaluate the strategic approach.*

## Results Framework Graphic





## II. Country Context

Jordan, an upper middle-income country, has made significant progress establishing state institutions, preserving tolerance and religious pluralism, promoting economic growth, and increasing social welfare. Life expectancy at birth increased from 52.6 years in 1960 to 74.3 in 2016. Gross domestic product per capita increased from \$511 in 1965 to \$4,129 in 2017.

Regional instability on Jordan's borders – due to political turmoil, violent extremism, tensions between Israel and the Palestinian Territories, and refugee inflows principally from Iraq and Syria – has burdened Jordanian society and contributed to domestic unease. The conflicts in Syria and Iraq led to influxes of more than one million refugees, which contributed to the doubling of Jordan's population since 2000 (to 10 million people). This dramatic population growth strained labor markets, increased the cost of living, and significantly affected the quality and availability of water, healthcare, and education. Trade with Iraq and Syria, Jordan's historic primary trading partners, remains severely restricted. These external and internal challenges resulted in a decade of low growth that left the country with a debt-to-GDP ratio of over 88 percent and unemployment rates for youth and recent college graduates of nearly 50 percent and 23 percent, respectively.

### Government of Jordan Development Plans

The GoJ recognizes the need for significant reforms and its stated policy priorities fully align with USAID's self-reliance approach. The GoJ's immediate focus, detailed in its Five-Year Reform Matrix, is to stimulate economic growth to improve the lives of all Jordanians. The GoJ developed its Renaissance Plan and Social Protection and Poverty Alleviation Strategy to directly address social needs and improve trust and collaboration between government, the private sector, and civil society. Several of USAID/Jordan's sector-specific plans, referenced in the Results Framework Matrices, align with and support these cross-sector plans.

Five-Year Reform Matrix: The GoJ's Five-Year Reform Matrix prioritizes policies to improve economic performance and reorient the economy towards export-led growth. Cross-sector reforms include macroeconomic adjustments, reduction in business costs, increased market competition, greater flexibility in labor markets, development of export industries, and broader access to finance. Sector-specific reforms include increasing access to and reducing the cost of public transport, ensuring the financial viability and efficiency of the water sector, and promoting competitiveness through energy sector integration with neighboring countries. The United States Government (USG) and other international donors and multilateral organizations pledged to leverage collective resources to advance the Reform Matrix.

Renaissance Plan: The Renaissance Plan encourages partnerships between Parliament, governorate councils, the private sector, and civil society institutions based

on three major pillars: governance, productivity, and service delivery. Each pillar has a set of applicable, measurable, and fundable goals and indicators. The success of this major initiative will significantly address many of the perceived governance issues this CDCS seeks to help alleviate.

National Social Protection and Poverty Reduction Strategy: This strategy outlines a comprehensive, transparent, and equitable social protection system for vulnerable Jordanians. The first pillar focuses on opportunities for families to be economically self-sufficient; the second pillar seeks to improve education, healthcare, and social services for the most vulnerable; and the third pillar provides financial assistance to meet the immediate needs of Jordan's poorest citizens. Overall, the Strategy aims to create more political space for the GoJ to implement critical economic reforms by offsetting the impact of these reforms on the most vulnerable citizens.

## **Country Roadmap Highlights**

Jordan's Country Roadmap aligns well with host country and USAID priorities in Jordan. The Mission agrees that Jordan demonstrates higher levels of capacity than commitment. Jordan's measures have remained mostly unchanged since 2012, except for an increase in capacity of the economy (+0.08 to 0.61) and a recovery of gross national income per capita to 2012 levels after several years of decline. Jordan's aggregated Capacity level (0.65) is the second highest in the Middle East and North Africa region after Lebanon (0.68), while its aggregated Commitment level (0.40) ranks fifth in the region. Jordan scores below its region and income-group averages on the Economic Policy sub-dimension and better than both averages for Government Capacity and Citizen Capacity. Of the remaining sub-dimensions (Open and Accountable Governance, Inclusive Development, Civil Society Capacity, and Capacity of the Economy), Jordan scores between the regional and income group averages.

Jordan faces commitment challenges in the economic gender gap, business environment, and open and accountable governance that are relevant to the Mission's strategic approach. Likewise, low levels of Liberal Democracy (0.27) and Open Governance (0.26) reveal the challenge of increasing GoJ transparency and citizen engagement necessary to build support for reforms. USAID will build on Jordan's relatively high level of Safety and Security (0.68) and Government Effectiveness (0.55) while addressing remaining capacity challenges in education and health quality, civil society and media effectiveness, and efficiency of tax administration.

### Key Roadmap Challenges:

**Economic Gender Gap:** Jordan has some of the lowest indicators in the world for women's labor force participation and gender equality, far below the upper middle-income country average. This represents a high cost to the Jordanian economy and a missed opportunity.

**Business Environment:** Jordan scored below the average of upper middle-income countries. Jordan's business environment is a relative strength that nonetheless seriously affects the country's competitiveness.

**Education Quality:** Jordan's capacity of 0.50 reflects low student scores on international assessments, which, despite improvements, remain below the Organization for Economic Cooperation and Development (OECD) average, as well as the difference between a child's expected years of schooling - 11.6 years in Jordan - and what they learn - 7.6 years. This learning gap is a major barrier to students realizing their economic potential.

**Efficiency of Tax Administration:** Jordan's capacity to collect and mobilize domestic resources is less than other upper middle-income countries. As domestic resource mobilization is a critical component of financing self-reliance, the Mission will continue to support the GoJ in this critical component of the journey to self-reliance.

**Liberal Democracy and Civil Society and Media Effectiveness:** Jordan's score for liberal democracy is below the upper middle-income average, while its civil society and media effectiveness scores are average. The Mission views increased political participation and a vibrant civil society as key to Jordan's ability to increase trust in the GoJ and achieve consensus on needed reforms.

There is a disconnect between the data used in Jordan's Country Roadmap and the country context for the following indicators: Child Health, Social Group Equality, and Biodiversity/Habitat Protection.

Child Health, as measured in the Country Roadmap, is not comprehensive enough to tell Jordan's story. The Child Health Index is a composite measure that aggregates ages 1-5 child mortality, access to improved water sources, and access to improved sanitation facilities. These last two factors are not a sufficient way to assess and monitor child health in Jordan given high coverage rates of water sanitation and hygiene activities. The Mission proposes instead to use the Population and Family Health Survey and the Maternal Mortality Surveillance System as more appropriate metrics for measuring maternal and child health.

The Social Group Equality measure does not disaggregate for important social groups (i.e., people with disabilities, sexual minorities, or gender), while other indicators (e.g., OECD SiGI) indicate low-moderate inclusivity and high inequality.

Biodiversity/Habitat Protection does not effectively measure the government's commitment to managing Jordan's most strategic natural resource, which is water. More relevant in this context is the SDG indicator on integrated water resource management to track Jordan's progress on balancing the water requirements of society, the economy, and the environment.



## Country Transition Planning

The USG has implemented development programs in Jordan since the 1950s and USG support remains an indispensable part of Jordan's stability, resilience, and prosperity. USAID's new 2020-2025 strategy will elevate the USG's relationship with the GoJ to a partnership where we hold each other accountable for results. The Mission will help Jordan to increasingly plan, finance, and implement solutions to its development challenges independently. This will enable Jordan to move beyond the crises of the past decade, build on its strengths, and create opportunity for its youthful and growing population. It is encouraging to note the GoJ has incorporated the language of self-reliance into the heart of its national development plans.

Consistent with this redefined relationship, USAID will increase program implementation through Jordanian government systems, the private sector, and other local partners to accelerate Jordan's self-reliance trajectory. For example, the Mission plans to transition its early grade reading and math programs to the GoJ by 2023, while also phasing-out USG funding and procurement of the pneumococcal conjugate vaccine. At the same time, USAID will increasingly facilitate engagement by the Jordanian private sector and civil society in the development and implementation of GoJ reform and development efforts. Leveraging the support of other donors through government-led mechanisms, such as Joint Financing Arrangements, will further aid Jordan to manage and finance its development priorities.

## III. Strategic Approach

USAID will increase Jordan's self-reliance by unlocking the country's potential to generate private sector-led economic growth and increase trust between citizens and the state. The Mission will elevate its partnership with the GoJ so that both sides can hold each accountable for results. USAID will encourage the GoJ to implement policy, institutional, and legal reforms needed to accelerate Jordan's journey to self-reliance.

USAID's long, close, and trusted relationship with the GoJ has positioned the Agency to expand the use of partner government systems and incentivize key policy, institutional, and legal reforms. USAID will expand its engagement with the Jordanian and international private sector to boost their role in Jordan's development. As one of the largest donors in Jordan, USAID is well positioned to leverage the collective influence of the broader donor community to reinforce the GoJ's commitment to meaningful reform.

## **United States Government Relationship with the Government of Jordan**

Jordan is a key U.S. partner for peace, stability, moderation, and tolerance in the Middle East. The U.S. has a close diplomatic, military, development, and counterterrorism partnerships with all levels of the GoJ. Jordan enjoys enduring support from the U.S. executive and legislative branches, and in 2018 the U.S. committed to providing at least \$1.275 billion annually in bilateral foreign assistance over five years. The State Department's Bureau of Population, Refugees and Migration (PRM) and USAID's Bureau for Humanitarian Assistance (BHA) provide approximately \$200 million in humanitarian assistance annually to help Jordan host over 730,000 refugees from Syria, Iraq, and Yemen.

The Mission, and other USG actors working in Jordan, will apply the self-reliance approach to all U.S. foreign assistance to the Kingdom. Defense, State, and other USG agencies will consider how to improve host country ownership and sustainability of assistance programs, including PRM-supported humanitarian activities to assist refugees.

### **Use of Host Country Resources**

The GoJ is contributing resources in all sectors that support the Mission's strategic approach. The GoJ contributes to all USAID education, health, and water infrastructure programs by providing land for construction, managing procurement and implementation of construction projects, obtaining construction permits, and conducting field quality assurance. The GoJ funds approximately 15% of the total construction cost for host country contracts for water and wastewater infrastructure activities.

USAID will work with the GoJ to underscore the importance of financing their development needs and define GoJ contributions to new activities from the outset. Increasing Jordan's capacity to mobilize domestic resources, improve financial management at all levels, and increase women and youth participation in the economy are key components of planned economic growth programming and activities across all development objectives. Democracy and governance programming will enhance the effectiveness and independence of the judiciary to support the rule of law, improve public accountability, and increase Jordan's ability to attract investment. In instances where additional donor resources are needed, such as the Syrian response, USAID will work to broaden the donor base.

### **Engaging the Private Sector**

The private sector must lead economic growth in Jordan if the economy is to transition away from over dependence on an employment model reliant on a large, unsustainable public sector. Only a vibrant private sector, in partnership with the GoJ and civil society, can generate sustainable jobs for Jordan's rapidly growing youth cohort. A rapidly

growing private sector will also increase the tax revenues needed to implement the country's development program and decrease dependence on foreign aid.

USAID will strengthen its engagement with the Jordanian and international private sector to accelerate Jordan's self-reliance and build enduring cross-sectoral partnerships that enhance transparency, accountability, and coordination among key stakeholders. The Mission shares the vision as articulated in the USAID Private Sector Engagement (PSE) Policy to institutionalize PSE as a core tenet of USAID's operating model. As such, the Mission will utilize market-based solutions and support market systems across sectors (especially those that provide essential services and/or have the potential for larger-scale job creation), while also expanding opportunities for American firms to invest and contract in Jordan.

### **The Role of Civil Society**

The GoJ finds itself under increasing strain from a convergence of demographic, social, economic, and environmental pressures. This has prompted multiple ambitious reform plans addressing almost every aspect of life. It is difficult to imagine that the country's formidable agenda can be achieved successfully and sustainably without a robust partnership between the state and a fully engaged civil society. A more engaged, empowered, and effective civil society in Jordan is key to supporting the government to be more capable and accountable, increasing citizen-state trust, and reinforcing stability. USAID will develop the capacity of civil society organizations to engage with the GOJ to support the protection of civil liberties. Activities will facilitate partnerships with the GoJ, sub-national governments, civil society, and the private sector to strengthen the efficiency, effectiveness, transparency, and accountability of state institutions.

While some civil society organizations have demonstrated in recent years that effective advocacy and civic engagement can lead to legal and policy changes that reflect citizen demands, more work is needed to ensure that citizen input is carried forward to the GoJ and that citizens trust civil society to serve as the conduit for these messages. Civil society organizations need to share and expand their networks and skills so that their influence, relationships, and knowledge are not just concentrated among a few leaders or organizations.

### **Coordination with Other Donors**

USAID will engage the donor community to reinforce GoJ commitment to self-reliance, increase burden-sharing, and avoid duplication. The donor landscape is shifting as more donors explore the possibility of transitioning from humanitarian assistance for refugees to medium- and long-term development programs that help Jordan better address the need to integrate refugee assistance into the GoJ's own health and education systems. USAID is well-positioned to help other donors during this transition, while also encouraging continued funding to support humanitarian assistance efforts.

USAID will bring together donors and the Ministry of Planning and International Cooperation to improve alignment between humanitarian and development actors and improve sector-level coordination. The Mission chairs or co-chairs donor groups representing the full spectrum of USAID's portfolio, including health, water, education, democracy and governance, and economic development. The Mission will pursue new burden-sharing opportunities, such as the recently-established multi-donor account for health that significantly increased the number of donors and their financial contributions in the sector and defrayed the financial burden of providing healthcare to Syrian refugees, while also strengthening the Jordanian health system.

USAID will encourage the donor community to implement programs through other host country systems and actors, including the GoJ, civil society, and the private sector, which will minimize the creation of duplicate delivery systems and reduce the use of large international partners.

## **IV. Results Framework**

### **Goal**

USAID's goal for the 2020-2025 Jordan CDCS: Jordan advances its journey to self-reliance by creating private sector-led economic opportunities for a healthy, well-educated population, improving water security, increasing citizen-state trust, and reducing barriers for women and youth.

The goal to increase the self-reliance of a key U.S. partner in a critical yet volatile region relies upon unlocking Jordan's potential to stimulate private sector-led economic growth and increase trust between citizens and the state. USAID will use its enduring and strong relationship with the GOJ to expand the use of partner government systems while redefining the relationship with the GoJ. USAID will expand engagement with the private sector to boost its contribution to Jordan's development and build cross-sectoral partnerships that strengthen transparency, accountability, and coordination. USAID will leverage the collective influence of the donor community to reinforce the GoJ's commitment to meaningful reform.

Jordan's Country Roadmap reveals the country's challenges in areas such as the economic gender gap and open and accountable governance. The Results Framework (RF) considers the need for more job opportunities for women as well as the need to mitigate various barriers that keep many women from contributing to Jordan's economy. Increased economic participation by women is critical for Jordan to boost economic growth and self-reliance. The RF articulates the importance of improving GoJ

transparency and engagement with citizens to increase the trust needed to successfully implement reforms.

## **Development Objective One: Inclusive Private Sector-Led Growth**

### **Development Hypothesis Statement:**

DO1's development hypothesis states that *if* USAID and other actors support the GoJ in achieving its macroeconomic reform objectives, developing private sector capacity to compete, and harnessing the economic potential of women, *then* inclusive private sector-led growth will be enabled. In turn, inclusive private sector-led growth will enhance the capacity of Jordan to grow its economy, create opportunities for youth, reduce reliance on the public sector to create jobs, and increase its commitment and capacity to mobilize more of its own resources to finance its development. Further, this approach will enable Jordan to expand opportunities for partnerships with U.S. businesses.

### **Development Hypothesis Narrative:**

Transforming the USAID-GoJ Relationship to Accelerate Self Reliance: DO1 will shift to a long-term, systems-based approach that supports the prioritization and implementation of the government's reform agenda, addresses the underlying constraints to economic growth, and unleashes the potential of the private sector to create meaningful employment opportunities for women and youth. The Mission will utilize a range of modalities for delivering its programs, including the use of host-country systems and actors, which enable the GoJ and private sector to define and implement development solutions. USAID will help Jordan stabilize its budget deficits in the next three years and start to decrease government debt stocks in years four and five. This will require difficult reforms to the electricity tariff structure and a dramatic broadening of the tax base.

Jordan's social and economic resilience has been remarkable. While other countries in the region have faltered, Jordan withstood a string of recent shocks, including the 2008 financial crisis, the Arab Spring (which cut off Jordan from its primary source of energy), the rise of the Islamic State, the Syrian Civil War, and large numbers of refugees from its neighbors.

Today, despite Jordan's relatively strong economic capacity, the country needs more private sector growth to maintain resiliency. Over forty percent of all formal jobs in Jordan are in the public sector. The GoJ currently spends 90 percent of its budget on recurrent costs (mostly salaries and employee benefits) and runs large and persistent

fiscal deficits despite receiving billions of dollars in foreign grants and concessional financing from the international community. Meanwhile, GDP per capita based on purchasing power has decreased more than ten percent in the last eight years, and economic growth consistently underperforms the population growth rate and the fertility rate. Large numbers of youth are entering a stagnant labor market.

Jordan's key challenge over the next five years is to increase its commitment to self-reliance, while maintaining the economic, social, and cultural assets that have seen it through enormous hardships. Inclusive private sector-led economic growth is a necessary condition for this delicate transition. Inclusive private sector growth (meaning growth shared among regions, tribes, nationalities, socio-economic, and marginalized segments) can generate *sustainable* jobs for Jordan's youth, increase tax revenues to finance reforms, decrease dependence on foreign aid. To realize these benefits, however, the government and people of Jordan must take some hard first steps, such as increasing female labor force participation, and generally improving the business enabling environment. In 2018, King Abdullah II of Jordan appointed a technocratic government to take these first steps. While the government has struggled at times to implement these ambitious plans, it has made progress in many areas. For instance, Jordan's rank in the World Bank's Doing Business index rose from 107 to 75 in 2020, which made Jordan the second most improved country overall.

Tightening fiscal conditions mean that private sector investment needs to become the predominant source of financing self-reliance. Over the past years, the quantity and quality of Foreign Direct Investment (FDI) has decreased dramatically. Jordan desperately needs to reverse this trend. Jordan now has a strong set of economic leaders in place. USAID will help these change agents engage the private sector more effectively to generate the jobs and growth that Jordan needs. Practical private sector concerns should be considered in Jordan's policymaking and Jordan should seek market-based solutions to long-standing problems. USAID's PSE Strategy can help reinforce the GoJ economic leadership team's efforts in this area.

Jordan also needs to reform its labor markets to take advantage of its largest asset: its large professional and underutilized female workforce. Jordan has one of the lowest rates of female labor force participation in the world. USAID will use all its tools to push for this goal, including conditioning support at all levels, diplomatic engagement, and technical assistance. Significantly increasing the female labor force participation rate would attract high quality investors, increase competitiveness with other markets, and create innovation.

Jordanian change agents, not USAID, will ultimately lead Jordan's transition to self-reliance. Successful interventions must select local change makers and align with their priorities. Fortunately, the Royal Court and the GoJ have laid out strong plans to grow Jordan's private sector and promote social change. The National Vision (Jordan 2025), the Five-Year Economic Strategy, and Reform Matrix all contribute to a robust strategic reform framework for change. The challenge will be in implementation. As Jordan's key development partner, USAID will continue to play a principal role in coordinating



development assistance among donors and ensure that all assistance to Jordan matches the values underpinning the journey to self-reliance.

## **DO 1 Relevant Critical Assumptions and Risk Factors**

### **Assumptions:**

- Macro-economic dynamics remain relatively unchanged over the next 5 years (with a possible uptick in growth).
- Jordan's political order remains stable, though under increasing stress.
- The GoJ remains committed to economic reform. Jordanians remain open to gradual social change.

### **Risks:**

- Expanded regional conflict causes tourism to significantly decline.
- Global economic downturn affects Jordan's opportunities for economic growth.
- Increased water scarcity and/or climate variability undermines Jordan's water security, thereby creating instability.
- Regional conflicts deter investment.

## **DO1 Intermediate Results (IR) Statements and Narratives**

### **IR 1.1: Implementation of GoJ Economic Reform Agenda Enhanced**

IR 1.1 will develop GoJ capacity to implement reforms to stimulate private sector-led growth and maintain macroeconomic stability. USAID will provide incentives and technical capacity to help the government implement its five-year Reform Matrix. USAID will place special emphasis on developing the capacity of the government to communicate more effectively about economic reforms to avoid misrepresentations of government policies and maintain public support. IR 1.1 will improve Jordan's commitment metrics in Open Government and Business Environment and Jordan's capacity metrics in Government Effectiveness and Efficiency of Tax Administration.

### **IR 1.2: Private Sector Capacity to Compete Advanced**

IR 1.2 will develop the capacity of the private sector to deliver the tangible benefits of reforms through increased exports, investments, and partnering with U.S. businesses. USAID will use resource matching, technical assistance, and innovative solutions to help firms grow and deliver the economic dividend of reforms. Our hypothesis is that tangible and highly viable successes will create a virtuous cycle around reforms in which success breeds more political support for further reforms. Improved labor productivity includes activities to prepare the next generation of youth to compete in Jordan's open economy. This represents the continuation of a long-term investment in the youth of Jordan. IR 1.2 will improve Jordan's commitment metrics under Business Environment and Jordan's capacity metrics under Export Diversification.

### **IR 1.3: Increased Women's Participation in the Economy**

IR 1.3 will unlock the potential of Jordan's educated but underutilized female population to access jobs and improve the country's overall economic competitiveness. This IR will advance inclusive economic growth and decent work opportunities for women over the course of the strategy to move Jordan closer to achieving its 2025 target of 27 percent female labor force participation. This goal will reap a large economic dividend for Jordan and will be achieved by working closely with the private sector. USAID support will focus on companies and sectors that have the potential to employ large numbers of Jordanian women. The strategy will address barriers to female employment such as transportation, childcare, and inflexible work arrangements. DO 5 will complement IR 1.3 by addressing social constraints to female employment. IR 1.3 will improve Jordan's commitment metrics under the Economic Gender Gap. USAID activities will remain flexible enough to accommodate for the potentially dynamic labor market due to economic and political fluctuations in the region.

## **Development Objective Two: Jordan's Ability to Improve its Water Security Strengthened**

### **Development Hypothesis Statement:**

DO2's development hypothesis states that *if* USAID partners with the GoJ and the private sector to enhance Jordan's ability to meet water demand, strengthen water sector governance and management, expand water use efficiency and conservation, and increase inclusive participation in water sector decision-making, *then* USAID will enhance Jordan's capacity and commitment to plan, finance, and manage water sector operations to ensure water security.

### **Development Hypothesis Narrative:**

Transforming the USAID-GoJ Relationship to Accelerate Self-Reliance: USAID assistance under this strategy moves further away from a purely technical assistance model and redefines the relationship with the GoJ. To support the country in meeting its projected water needs, USAID will implement many of its DO2 activities through partner government system models to help the sector achieve greater accountability for the country's water supply. By further expanding these partner government system models, USAID programming under DO2 will bring the sector closer to cost-recovery through a comprehensive infrastructure investment strategy to secure the future of Jordan's water sector. In all areas, USAID will engage the private sector to increase its investment and participation in water and wastewater infrastructure, governance and management, water use efficiency, and conservation to leverage USAID investments and advance Jordan's self-sufficiency.

Jordan is one of the most water-poor countries in the world, and forecasts point to worsening conditions over the coming decades. The country's renewable water supply currently only meets about half of the population's water needs, and groundwater is being used twice as quickly as it can be recharged. Its per capita share of renewable water resources is less than 100 cubic meters per year, only one fifth of the minimum standard for water scarcity. At the current rate of population growth, changes in weather patterns, and diminishing renewable supplies, Jordan's per capita renewable water resources are expected to fall to 90 cubic meters per year by 2025. By 2040, models suggest precipitation will be 10 to 15 mm less (13 to 20 percent less) than today, and droughts will be more pronounced. For now, Jordan provides high quality and reasonable volumes of water for human, agricultural, and commercial needs. However, the current water tariff structure is insufficient to fund the operation, maintenance, and expansion of infrastructure and has contributed to rapid depletion of groundwater reserves. The U.S. Geological Survey estimates that Jordan will deplete over a third of its groundwater reserves within the next two decades. The combination of limited and costly-to-access water resources and inefficient water infrastructure represents an extreme challenge for the country.

The GoJ has a clear-eyed vision for addressing this water crisis, which it laid out in the National Water Strategy and Water Sector Capital Investment Plan (CIP) 2016-2025. These plans stem from Jordan 2025: A National Vision and Strategy and draw a direct link between Jordan's water security and its economic future. The CIP's overall objectives include: (1) securing water supply; (2) developing new water resources that will expand the water allowance per capita; (3) providing access to improved water supply; and (4) extending the wastewater services and coverage throughout the Kingdom. The Jordanian National Strategic Wastewater Master Plan of 2014 calls for all cities and small towns in Jordan to have adequate wastewater collection and treatment facilities by 2035.

DO2 will support the GoJ in achieving its vision of water security by expanding its water supply, conserving its water resources, achieving full cost recovery for its public water services, and sustainably managing its resources and infrastructure. DO2 defines water security as the capacity of the population to safeguard sustainable access to adequate quantities of acceptable quality water. USAID will help Jordan partner with the private sector to meet the essential water needs of the country's growing population. USAID supports Jordan's sovereignty over its own water resources by helping the country strategically develop new infrastructure, such as desalination, that will safeguard and increase water supply.

In an economy burdened by debt, the water sector cannot afford inefficiencies in its operations or waste precious resources. In parallel to infrastructure investment, USAID will scale up its activities to reduce the rate of non-revenue water as one means of conserving the country's water supply. Non-revenue water is water lost through leaks or metering inaccuracies. Activities to reduce these water losses will be implemented through an innovative partner government system model that has proven successful in eliciting strong financial commitment from the GoJ.

USAID will provide the technical and support systems needed to improve the institutional and organizational capacity of Jordan's water sector to ensure the long-term sustainability of infrastructure investments. To encourage more effective water use, USAID will invest in and promote the adoption of water saving technologies and techniques, particularly in the agriculture sector. USAID will increase Jordan's self-sufficiency and leverage USAID investments in the water sector by engaging the private sector across all DO2 IRs.

USAID's water programming is forward leaning, propelling Jordan along its journey to self-reliance by addressing both dimensions of commitment and capacity within the water sector. The water crisis poses a major fiscal challenge for the country, which requires nearly \$8 billion in capital investments to meet the long-term water needs of its population. As described in DO1, the Jordanian economy struggles to generate wealth with the full engagement of its workforce. This struggle, described under the Business Environment metric of USAID's journey to self-reliance roadmap, reveals significant challenges in fiscal sustainability, market access to resources, and enormous government debt, all of which hinder Jordan from fully committing to financing its own water security investments.

DO2 will address all four sub-dimensions of capacity (i.e. government, economy, citizens, and civil society). Programming under IRs 2.2 and 2.4 will specifically address the journey to self-reliance metrics of government effectiveness by developing GoJ capacity to manage the resources, policies, and processes that govern the country's water supply. USAID will assist the GoJ to track and manage cost savings from USAID's investments in non-revenue water. Under DO2, USAID will support the GoJ and its water entities to strengthen management of the water sector by:

- enacting and enforcing policies, laws, and regulations that govern the water sector in a manner that is participatory and transparent;
- analyzing and regulating water sector planning to accommodate the growing needs of the population and the economy;
- enacting and enforcing tariffs in accordance with the principles of transparent, regulated planning and cost recovery;
- successfully managing its own finances and mobilizing its own resources;
- recruiting, hiring, managing, and training staff with the capacity to carry out water sector functions;
- reaching communities with messages about water conservation and water efficiency; and
- engaging civil society in dialogue on water sector priorities.

IRs 2.1 and 2.2 develop the capacity of Jordan's civil society and citizens to participate in water resource management and ensure the health of its citizens. By engaging the private sector in promoting water conservation technologies, USAID will develop the economic capacity of Jordan to address challenges in the water sector without donor assistance.

The world is waking up to Jordan's water crisis. Donors and International Finance Institutions are contributing to the effort, led in partnership by USAID and the GoJ, to build Jordan's water security. International finance institutions like the World Bank, European Investment Bank, and European Bank for Reconstruction and Development have committed both concessional lending and grant financing to expand Jordan's treated water and wastewater supply. Germany, Japan, and France coordinate with USAID to provide technical assistance toward developing GoJ institutional capacity. Other donors have begun using USAID's partner government system model, engaging GoJ systems to procure, manage, and implement donor assistance programs. With massive infrastructure investments on the horizon, industry (both private and state-owned) is taking an interest. USAID assistance in the water sector will be critical to ensure that water infrastructure investments are undertaken in accordance with fair, competitive, and transparent procurement principles. USAID will help negotiate investment offers and deepen coordination with donors.

## **DO 2 Relevant Critical Assumptions and Risk Factors**

### **Assumptions:**

- Population growth does not significantly exceed the current rate.
- Energy prices will not significantly increase.
- Over-extraction of water will not take place due to unforeseen events or trends.
- Climate variability will not deviate from current models.
- The private sector will pursue new investment opportunities in the water sector.
- The GoJ's investment priorities will remain constant and international donors will continue to invest in the water sector.
- The GoJ remains committed to reform and to maintaining technical leadership capacity in the water sector.
- Transboundary water agreements remain stable.
- Water use for agriculture and industry will not exceed current levels.

### **Risks:**

- Regional instability creates a new influx of refugees.
- Increased water scarcity, climate variability and change, or transboundary water extraction seriously undermines the viability of Jordan's aquifers.

## **DO2 Intermediate Results (IR) Statements and Narratives:**

To accomplish the goals laid out under this DO, USAID will work toward achieving four distinct but mutually reinforcing intermediate results as follows:

### **IR 2.1: Jordan's Ability to Meet Water Demand Improved**

IR 2.1 addresses the GoJ's stated need for critical investments to expand and improve the country's water supply and wastewater infrastructure. USAID will help the GoJ and its entities invest in the safe, reliable water infrastructure necessary to increase supply,

improve efficiency, reduce water loss, and expand treated wastewater reuse. Many of these investments offer an excellent opportunity for private sector partnerships. USAID, therefore, will serve as the catalyst for increasing private sector engagement, particularly in the Build-Operate-Transfer and Performance-based Contracting models to ensure the sustainability of Jordan's investments. To this end, USAID will design, oversee, advise on and assist in construction of projects such as groundwater extraction, desalination, water and wastewater treatment, water distribution systems, sewer collection systems, and improvements to urban water systems. Infrastructure investments will enable utilities to expand service hours and decrease water losses, ultimately increasing revenue. Expanding the facilities that treat wastewater will protect public health and provide treated effluent for agriculture, ultimately offsetting the use of valuable freshwater. Throughout, USAID will engage the private sector in Jordan's development by mobilizing domestic capacity and resources.

IR 2.1 activities will reduce non-revenue water by helping utilities construct new water networks, improve leak detection, manage repairs, more accurately meter and control pressure, and enhance customer service delivery. By increasing water supply and facilitating water conservation, USAID will expand access to consistent water services and increase the amount of water available (liters/capita) in underserved communities. Whenever practicable, this assistance will rely on partner government systems, developing the capacity of the Ministry of Water and Irrigation and its entities to plan and implement their own development agenda. The foundation for this assistance will be the Non-Revenue Water strategy and the National Water Strategy (2016-2025), as well as USAID's own umbrella Public Financial Management Risk Assessment Framework (PFMRAF) and associated risk mitigation plans. Together with assistance provided under IR 2.2, this support will increase Jordan's capacity and commitment to carry out its own development agenda.

### **IR 2.2: Water Sector Governance and Management Strengthened**

IR 2.2 gets at the heart of Jordan's Journey to Self-Reliance. USAID will increase the capacity of the sector to plan, govern, and manage its own investments and operations, including those investments supported by USAID under IRs 2.1 and 2.3. The Mission will support the GoJ to build the legal and institutional frameworks necessary to regulate the sector's development trajectory. These frameworks will enable the sector to better recover costs and smartly re-invest revenue to fuel the future development of the sector. Activities will support the GoJ's reorganization to operate more effectively and efficiently. To accompany this reorganization, the GoJ needs a comprehensive infrastructure investment strategy that can be assessed by a regulator to offer transparent and consistent tariffs. Linking to IR 2.4 and DO5, USAID will help the GoJ draft this strategy and any accompanying policies, laws, by-laws, or procedures with broad stakeholder engagement to ensure transparent and inclusive decision-making.

### **IR2.3: Water Use Efficiency and Conservation Expanded**

IR 2.3 focuses on immediate and urgent actions to conserve water using proven techniques and the latest available water-saving technologies. The IR targets water conservation at the end user level, promoting practices that help preserve, protect, and



better utilize water resources. Training and public awareness campaigns will promote water saving technologies or techniques in households and the agricultural sector. Activities will develop institutional capacity to adopt regulatory reforms that will serve as critical building blocks to using limited water resources more efficiently. Developing the capacity of the water sector to conduct public advocacy campaigns around water service delivery and water conservation issues will enable utilities to play a leading role in promoting water conservation. USAID will advance a market systems approach to promoting water efficiency in agriculture and households.

#### **IR 2.4: Inclusive Participation in Water Sector Decision-Making Increased**

The goal of IR 2.4 is to support and strengthen the GoJ's reform process, policy development and implementation, and capacity development efforts in the water sector and to enhance the ability of the Ministry of Water and Irrigation and related stakeholders to engage with civil society. Activities will increase women's participation in the water sector, particularly in decision-making roles, and introduce gender-responsive policy planning, budgeting, and service delivery. Structural, cultural, and societal hurdles hinder women throughout the public sector, including in the water sector, from rising to leadership positions. Women who do enter public leadership positions make 53 percent less income than their male counterparts and are not entitled to the same benefits (such as family allowance or spouse pension).

To take full advantage of the available expertise on the market, USAID will work with human resource departments at water entities to review policies, recruitment procedures, and staff management practices to address gender imbalances. Activities under all other IRs will engage interns who will benefit from the practical skills and on-the-job experience needed to break into a career in the public water sector. In connection with DO3, USAID will encourage stronger participation by all stakeholders in public discourse to inform water sector decisions. USAID will engage female professionals in the design and implementation of public outreach campaigns that increase their ability to advocate for their inclusion in discussions and decisions related to water security.

### **Development Objective Three: Equitable, Democratic Governance Strengthened**

#### **Development Hypothesis Statement:**

DO3's development hypothesis states that *If* USAID assists the GoJ with increasing the accountability and effectiveness of public institutions, expanding civic engagement, increasing citizens' trust and accountability, and advancing the rights of women and marginalized groups, *then* USAID will contribute to more equitable and democratic governance in Jordan. This foundation for a stronger, trust-based citizen-state relationship is essential to Jordan's future stability and economic growth.

## **Development Hypothesis Narrative:**

Transforming the USAID-GoJ Relationship to Accelerate Self-Reliance: Through DO3, USAID's public sector reform activities will partner with the GoJ, sub-national governments, civil society, and the private sector to strengthen the effectiveness, financial management, transparency, and accountability of state institutions and remove barriers to attracting investment. USAID activities will work to increase citizen-state trust at all levels and push the GOJ to follow through on needed reforms to improve open and accountable governance. The Mission will work with the GoJ to increase judicial independence, expand citizen oversight, implement human rights reform recommendations, strengthen protections against gender-based violence, and free up the operating environment for civil society organizations.

Jordan has gone through periods of political opening followed by periods of restricted political space, resulting in a non-linear trajectory of both democratic progress and regression. In recent years, Jordan made progress in reducing corruption and human rights violations, reforming the judiciary, and administering credible elections. However, citizen-state trust deteriorated amid challenging reform efforts, tax hikes, and increases in the cost of living, unemployment, and poverty rates.

Many of Jordan's democracy, human rights, and governance challenges stem from economic and political exclusion at a time when the country is witnessing evolving gender roles and weak citizen-state dialogue. Jordanians have begun to expect more from their government, leading to citizens mobilizing in the streets to demand improvements in their economic situation, public services, and government transparency and accountability. The lack of transparency, and inefficiencies related to resource allocation to urban versus rural populations, and poor service delivery at the local level, have broadened the perception of the national government being nonresponsive to citizens' needs. Citizens' distrust of political parties and parliament, coupled with limited opportunities for civil society and the media to represent citizens' interests to the government, stifles civic and political engagement.

USAID recognizes that accountability can be reinforced with strong civic engagement. Jordanian civil society organizations are present throughout the country, and they can play a crucial role in addressing citizen needs in partnership with the government. At times, several more prominent and more capable civil society organizations have served effectively as conduits for dialogue between citizens and government. This is not common, and Jordan's civil society overall does not play this role. Jordanian civil society organizations need to increase their capacity to build constituencies, advocate, and engage with the government to advance democracy and a more open government. To complement these activities, USAID will work to strengthen GoJ capacity to develop citizen-responsive laws, policies, and regulations that widen the space in which civil society can operate. By addressing capacity issues both at the supply and demand level, USAID believes meaningful and productive engagement between citizens and the government will be realized within the next five years, which will reinforce stability.

Inclusive development in Jordan requires advancing efforts to improve the status of women and vulnerable groups, such as the disabled. USAID will bolster Jordan's commitment to enable underrepresented citizens to participate in the governance of their country, with special emphasis on community-level participation, particularly among women, youth, persons with disabilities, religious and ethnic minorities, and other traditionally marginalized populations. USAID's partnerships and programming with national and sub-national government institutions will target areas of reform where citizens' rights and government responsibilities most frequently connect, such as elections and political engagement, administration of justice, and local government. While progress has been made to improve political participation of under-represented groups as both voters and candidates, more is needed.

USAID will work with the GoJ to enhance judicial effectiveness and independence through initiatives that strengthen the judiciary's ability to enforce laws and protect civil liberties and political rights. These activities will contribute to Jordan's stability and improve the business enabling environment to attract investment, create jobs, and grow the economy. Through improved inter-sectoral coordination, public sector reform activities will support other USAID efforts to improve governance in the water, education, and health sectors.

USAID will facilitate opportunities for the government, civil society, and the private sector to promote economic and public sector reform and mitigate or remove barriers and obstacles to attracting investment. Fostering financial management and public sector reform at the national and municipal levels will improve the use of domestic resources, and the quality and delivery of services, to support effective community development.

In *Jordan 2025: A National Vision and Strategy*, Jordan identifies overarching goals for the next five years. These goals include active citizens who have a sense of belonging, a safe and stable society, a dynamic and globally competitive private sector, and an efficient and effective government. The country's vision and strategy aim to accelerate Jordan's self-reliance and includes indicators to measure government effectiveness, the implementation of anti-corruption performance measures, and progress in rule of law and social trust. Mission priorities for DO3 align with the strategy. USAID activities will support strategy implementation and address policy gaps, while contributing to similarly aligned efforts by other partners.

Alongside DO5, DO3 will advance citizenship participation, particularly among youth, and correlate efforts to fulfill Jordan's National Youth Strategy (2019 - 2025). USAID activities will focus on youth in relation to effective citizenship, leadership, good governance, and rule of law. Jordan is revising its National Strategy for Women (2013 to 2017) and is committed to closing the gender equality gap by 2030. DO3 introduces a focus on advancing rights for women and other marginalized communities, which aligns closely with both strategies.

USAID participates in donor coordination groups for rule of law and civil society strengthening and decentralization. New activities will be designed to accommodate other donor funding and/or to leverage other donor investments.

### **DO 3 Relevant Critical Assumptions and Risk Factors**

#### **Assumptions:**

- Jordan's political order and macro-economic dynamics remain stable, despite increasing stress.
- Jordanians remain committed to the political reform agenda.
- Other donors continue to contribute to support democracy, rights, and governance issues along USAID.

#### **Risks:**

- Expanded regional conflict and instability.
- Tensions between the GOJ and civil society increase leading to tightening of civil liberties.

### **DO3 Intermediate Results (IR) Statements and Narratives**

#### **IR 3.1: Accountability and Effectiveness of Public Institutions Increased**

Under IR 3.1, USAID will strengthen the efficiency and accountability of public institutions at the national and local level so that they are more responsive and accountable to their citizens and provide more opportunities for economic development. These efforts will align with Jordan's National Strategy for Integrity and Anti-Corruption 2017-2025, which identifies long-term priorities outlined in the new Integrity and Anti-Corruption Law. Activities will support advancements in public sector and civil service reforms, inclusivity in local administration, municipal services covering waste management and recycling, and judiciary effectiveness. USAID will support and engage with relevant private sector actors, civil society organizations, and other national partners to promote increased public demand for public accountability, transparency, and rule of law. More efficient and transparent governance systems and regulations at the local and national level will advance the business enabling environment and economic growth and strengthen the relationship between the GoJ and their citizens.

#### **IR 3.2: Inclusive Civic Engagement Increased**

IR. 3.2 will increase inclusive civic engagement by advancing political participation and civic leadership opportunities (particularly for women and youth) and by enabling civil society organizations and the media to effectively represent and advocate the interests of all Jordanian people. Targeted political engagement and civic education programs will further leadership by women and youth and their participation in public life and, where appropriate, promote sustainability through host country partners. USAID will continue to inspire the next generation of Jordanians to be more engaged in the governance of their country through creative civic literacy and engagement programs in schools and

universities. Activities will strengthen the ability of civil society to advocate for issues important to their communities and partner with government institutions to make meaningful improvements to policies, laws, government practices, and service delivery processes. Increasing citizen access to independent and reliable information will empower citizens to engage productively in public discussions on issues of national importance.

### **IR 3.3: Rights of Women and Marginalized Groups Advanced**

USAID will advance the rights of women, people with disabilities, religious and ethnic minorities, and other marginalized groups through targeted interventions and collaboration with the GoJ and other key partners. Investments will expand women's access to justice and protection services, ensure the GoJ increases access to services and rights for people with disabilities, and advance the rights of other marginalized and vulnerable groups. Strengthening the ability of the Jordanian judiciary, public sector entities, and non-governmental stakeholders to protect the rights and interests of the entire Jordanian population more effectively will be key. Civil society organizations and public and private sector actors will be provided with the skills and tools to engage with the GOJ on areas of concern regarding inclusion and human rights. In May 2019, Jordan launched the Social Protection Strategy and Poverty Alleviation as a combined effort across nine government ministries to advance the inclusion of underrepresented and vulnerable groups, which aligns with the priorities under this IR.

## **Development Objective Four: Human Potential Accelerated**

### **Development Hypothesis Statement:**

DO4's development hypothesis states that *If* USAID increases the capacity and commitment of the GoJ to boost health outcomes of families and communities, improve learning outcomes for school-aged children, and bolster the resilience of vulnerable populations, *then* USAID will assist Jordan to more effectively utilize its untapped human potential and create flourishing and thriving communities. A healthy, educated, and resilient population is needed to drive economic growth and institute needed reforms across the portfolio. USAID will work hand in hand with the GoJ to address weaknesses while providing safety nets for the most vulnerable.

### **Development Hypothesis Narrative:**

Transforming the USAID-GoJ Relationship to Accelerate Self-Reliance: USAID will transition from service delivery to increased use of partner government systems to strengthen the GoJ's ability to plan, finance, and manage its own assistance delivery. Support to GoJ health, education, and resilience stakeholders will develop capacity for better service delivery, test new approaches and technologies, and improve governance, communication and accountability. USAID will collaborate with the GoJ to

make progress on key priorities such as implementing procurement reform for immunizations, ensuring free access to primary education for all children, passing teacher licensing reforms, and migrating all National Aid Fund beneficiaries to an e-payment system. All new activities will include mutually-agreed-upon timeframes and metrics for defining progress.

While Jordan's total fertility rate declined in recent years, births and economic or refugee-driven migration increased the population by 59 percent in the last decade, placing significant pressure on Jordan's health and education sectors. This increase has created gaps in health infrastructure and strained natural resources. The country's public schools are similarly under pressure due to population growth and the enrollment of over 130,000 Syrian students. There is growing demand, even with the addition and expansion of new schools. Demographic pressures impact education quality and resource management, and the GoJ requires additional support to ensure that children can develop the foundational skills and knowledge that will enable them to participate fully in Jordan's bright future.

Regarding Jordan's capacity in health, USAID uses the Population and Family Health Survey and Maternal Mortality Surveillance System as comprehensive metrics to measure health outcomes. Access to healthcare is good, reflected in the 98 percent of women receiving antenatal care from a skilled provider, 98 percent of all births taking place in a health facility, and 86 percent of children receiving basic vaccinations based on the Population and Family Health Survey 2017-2018. The uptake of modern contraceptive methods remains a challenge, although this reflects provider bias rather than access to health services.

In education, Jordan's capacity is reflected as 0.50 in the Country Roadmap with a metric gauging both the quality of education and quantity of schooling. This reflects Jordan's low student scores on international assessments, which, despite improvements, remain below the OECD average, as well as the difference between a child's expected years of schooling - 11.6 years in Jordan - and what they learn - 7.6 years. This learning gap affects students' ability to realize their economic potential.

While not specifically tracked in the Country Roadmap, understanding the interconnection between health, education, and resilience is critical for USAID to achieve its CDCS goals. Access to education is limited for students with disabilities or in poor health, and the GoJ has recognized that they require additional support to succeed academically. Lower levels of education are associated with poor health outcomes, such as lower birth weights and higher infant mortality, and health and education outcomes of vulnerable populations, such as Syrian refugees trail those of their Jordanian counterparts. Conversely, higher levels of education in Jordan correspond with increased employment for men and women, which creates a positive feedback loop whereby better health and higher household wealth are correlated with increased number of years of schooling.



The measure of Jordan's commitment in the health and education sectors is reflected in its Country Roadmap through the Open and Accountable Governance dimension, which looks at the level of government information sharing by the government. Jordan is rated at 0.26, reflecting challenges with the collection and dissemination of data. The GoJ's organizational, technical, and financial capabilities and the collection and use of data for decision-making has been improving with USAID support. USAID-supported improvements in data collection and use helped the Ministry of Health avoid an estimated \$23 million in unnecessary expenditures in 2019 alone, and the Ministry could benefit even further with increased consistency and completeness of data. The Ministry of Education has made some progress in information sharing by introducing public reporting against key performance indicators. Additional efforts are needed to close remaining gaps at the national and sub-national level regarding the accessibility and utility of its OpenEMIS data platform. This also applies to the Ministry of Public Works and Housing (MPWH), USAID's partner in school and hospital infrastructure. With USAID support, MPWH is gradually reforming its policies and practices to professionalize its planning, procurement, construction, and management of health and education construction projects.

USAID's infrastructure investments in health and education underscore U.S. leadership and high quality of deliverables. USAID-constructed schools are recognized by the GoJ and Jordanian people for setting the standard for high quality, and the MPWH has adopted USAID design concepts and materials for other school construction projects. At the same time, USAID is supporting the MPWH and the Ministry of Education to establish an improved quality assurance and quality control procedures for design and construction supervision services. This will ensure that selected design and construction solutions will lead to high quality and sustainable products.

There are a growing number of partners committed to improving outcomes in the areas of health, education, and resilience. USAID will avoid duplication of efforts and work to strengthen systems, particularly those that support Jordan's response to the Syrian refugee crisis. USAID will strengthen linkages between ministries, international partners, civil society, and royal organizations to enable the government to achieve targets under its national strategies and priorities. The central tenet of these efforts will be to eliminate donor funding to parallel systems managed by international organizations.

#### **DO 4 Relevant Critical Assumptions and Risk Factors**

##### **Assumptions:**

- GoJ capacity to take on more partner government system awards improves in the short-medium term.
- Macro-economic dynamics remain relatively unchanged over the next 5 years.
- Jordanians remain open to gradual social change.

##### **Risks:**

- Sector-specific strikes interrupt services.

- Expanded regional conflict causes additional refugee influx.
- Global economic downturn leads to an increased reliance on public services.
- GoJ debt concerns threaten health and education sector budgets.

## **DO4 Intermediate Results (IR) Statements and Narratives:**

### **IR 4.1 Health Outcomes of Families and Communities improved**

To ensure sustainable advances towards Jordan's journey to self-reliance, USAID will enhance existing systems and shift to a long-term, more systematic approach by which the GoJ plans, funds, and manages its own assistance delivery. This IR covers three themes: (i) high quality communication, (ii) equitable outcomes and quality of care, and (iii) improved governance.

Quality of, rather than access to, health services remains the most important factor in improving health outcomes in Jordan. USAID will help the GoJ accelerate positive health outcomes through an emphasis on healthy behaviors and enhanced quality of services. Increased direct financial flows from USAID to the Ministry of Health will build Jordan's ownership and commitment by firmly establishing it as the national steward of health programming for maternal and child health and family planning. USAID will engage the private sector to leverage long-term, commercially viable gains, shifting away from limited achievements made through corporate social responsibility. Activities will ensure that healthier behaviors are adopted through high quality communication. For example, to slow Jordan's rapid population growth, the Mission will support the Ministry and other key national partners, to raise awareness and demand for voluntary uptake of modern contraceptive methods.

Disparities in health access and outcomes remain significant, particularly in parts of northern Jordan with the largest influx of refugees. Enhancing the quality of health services will deliver more equitable outcomes by improving comprehensive reproductive health services, maternal mortality surveillance and response, and access to quality nutrition services. To reduce newborn deaths, USAID will improve the quality of clinical services, targeting known risks. Introduction of the PCV vaccine will reduce pneumonia, a significant cause of childhood morbidity and mortality.

Inclusive programming will improve health outcomes related to gender, youth, and people with disabilities for whom programming, has often failed to address their needs. Wherever practical, USAID will require activities to demonstrate how they improve inclusivity. All infrastructure projects are American Disability Act compliant, which enables inclusive access for the estimated 11 percent of the population with disabilities.

Unforeseen refugee inflows have created gaps in health infrastructure. USAID's infrastructure investment will work with local private sector architects and engineers to build 2-4 health facilities at the hospital level to improve the quality of and access to reproductive, maternal, newborn and child healthcare services. These will be explicitly connected to USAID's technical assistance activities.

USAID will strengthen the governance of health systems at the central and decentralized levels to improve sustainability and to help the GoJ better use data in planning and executing decentralized budgets. To underscore the financing for self-reliance, wherever appropriate, programming will develop the capacity of GoJ institutions to design and deliver their own training, rather than USAID directly training individuals.

Supporting Jordan's goal of Universal Health Coverage is critical to advancing the journey to self-reliance and ensuring that all people in Jordan have access to the services they need to lead healthy, productive lives. An estimated 35-40 percent of people living in Jordan lack access to health insurance, so USAID will partner with government institutions to ensure equitable, affordable access to high-quality care.

USAID will expand co-creation activities to ensure alignment with government priorities and develop the GoJ's commitment to directly finance and implement inclusive, high-quality services. This includes modernizing the vaccine procurement system, which will help the GoJ adopt best practices and generate cost savings.

Over the last decade, USAID has partnered with the Ministry of Health to design and implement a national surveillance and response system to reduce maternal deaths, leading to a nationally owned, self-reliant system for this important health indicator. The Mission will now work with local partners to address common root causes of maternal mortality.

During the life of this strategy, USAID will facilitate staged, collaborative transitions of certain components of programming to the GoJ through partner government system mechanisms while maintaining technical oversight to support quality, consistency, and equitable outcomes. The Ministry of Health will receive direct USAID funding for quality improvement, outreach, family planning, vaccines, health systems strengthening, continuing professional development, and assistance for Syrian refugees.

In line with the Mission PSE strategy, IR 4.1 will identify, prioritize, and leverage opportunities across areas of mutual interest. In maternal health, USAID will partner with the private sector to reduce the high rates of medically unnecessary cesarean sections that can lead to postpartum hemorrhaging, the leading cause of maternal death. With the stagnation of rates of modern contraceptive use, USAID will test innovative models that promote improved counseling practices in the public and private sectors. In child health, the Mission will engage a private sector manufacturer of PCV vaccine to reduce pneumonia. To address nutrition for mothers and children in their first 1,000 days, the Mission adopted a co-creation approach involving the Ministry of Health, the Royal Medical Services, universities, private providers and civil society in community, primary, secondary, and tertiary care. Proposed approaches draw on both accreditation and franchising. Finally, for health systems strengthening, the Mission is working with the Ministry of Health, the private sector, and

communities to achieve health insurance reform and to expand coverage to underserved groups. USAID will raise the quality of care nationally by working with the three Professional Councils, government partners, and the private sector to facilitate the rapid roll-out of continuing professional development as a prerequisite for the re-licensing of Jordan's 169,000 healthcare professionals.

The Mission will continue to support the Agency's efforts to identify local institutions with which to work to develop organizational capacity. This will have the dual benefit of achieving Jordan's health objectives, such as raising the quality of care in the public sector. For example, through a partnership with the Healthcare Accreditation Council, USAID is working to secure accreditation for Al-Bashir Hospital and to ensure compliance with national standards.

This IR draws on evidence from past work in the areas of community-based primary health care; health systems strengthening; and maternal, neonatal, and child health care. A review of program evaluations from the last 15 years revealed, for example, a focus on uptake of, rather than access to, modern methods, requiring improved counseling and follow-up to reduce discontinuation. For complex and/or difficult projects, implementing partners will be asked for communications strategies that work with all stakeholders, not just beneficiaries.

#### **IR. 4.2 Learning Outcomes for School-Aged Children Improved**

USAID's investment in education builds Jordan's self-reliance by improving the learning outcomes of those children and youth who will become tomorrow's leaders. To achieve this result, USAID will address barriers to access and retention, improve quality, and enhance governance through policy reform and more efficient finance and administrative systems. USAID will expand its partner base - and hold those partners accountable - to ensure nationwide access to safe learning environments, innovative teaching, and modern learning materials. Supporting a responsible transition to full GoJ implementation through capacity development and direct funding is a top priority.

The GoJ has made important progress in the last five years. It has increased access to education for Syrian refugees by relaxing documentation requirements for enrollment and initiated a pilot for gender-mixed schools at higher grades. Some other key reforms that affect learning outcomes require additional support, such as updates to licensing and certification of teachers, policies addressing decentralization, access and quality of education for children with disabilities, child protection, school management and maintenance, and improving gender equity at both the central and school levels. USAID will advance dialogue on how to better address operational and technical needs and policies.

USAID values its strong relationship with the Ministry of Education and will leverage the goodwill built over decades of partnership to accelerate the introduction and implementation of important reforms. The Ministry has demonstrated significant ownership of programs like USAID's Early Grade Reading and Math Initiative, co-funded by the United Kingdom, and is eager to improve its capacity to manage programs

directly. As the Ministry transitions into the role of prime implementer of USAID-funded activities, USAID will continue to provide technical assistance to ensure success and sustainability. By increasing programming that works directly through GoJ systems, USAID will build ownership and ensure the institutionalization of reforms.

Sustainably improving learning outcomes requires USAID to engage holistically with local and international actors to support shared objectives. As a result of the Syria crisis, the number of development partners expanded rapidly and continues to grow. Stakeholders at the Ministry's central level and in field directorates and schools must continue to be engaged to achieve the ambitious targets set by the GoJ in education. Other important government entities include the Ministry of Public Works and Housing, the Ministry of Planning and International Cooperation, the Ministry of Youth, the Ministry of Higher Education and Scientific Research, the Ministry of Social Development, and the Ministry of Finance. Collaboration is critical with universities, accreditation bodies, royal entities such as the Queen Rania Foundation and the Queen Rania Teacher Academy, the National Center for Curriculum Development, and the Higher Council for the Rights of People with Disabilities. A broad range of non-governmental actors, including the Jordan Teachers Syndicate, will spur continuous reflection and improvements in the sector. Parents and communities must be supported in having a voice throughout all levels of the education system to improve transparency and accountability. Private-sector engagement, particularly with respect to teaching and learning materials and education technology, will advance efforts to build self-reliance through local resource mobilization.

By capitalizing on the current momentum and building upon the long-term partnership between the US and Jordan, USAID will take advantage of both capacity and commitment within the GoJ. Ultimately, USAID's investment and approach will ensure the leaders of tomorrow have the knowledge, skills, and attitudes to maintain Jordan's role as a keystone of peace and stability in the Middle East and contribute towards the country's self-reliant future.

#### **IR. 4.3: Resilience of Vulnerable Populations Improved**

IR 4.3 will help the GoJ implement the social assistance pillar of the National Social Protection Strategy, increase trust, promote stability, and address the immediate needs of vulnerable populations. This IR complements longer-term efforts in health, education, and economic opportunity. USAID will explore various opportunities to develop GoJ capacity to respond to the needs of vulnerable populations, expand social services, and improve engagement.

USAID intends to obligate at least \$20 million to the GoJ's National Aid Fund (NAF). The intended beneficiaries of the Fund include the unemployed, the working poor, and low-income households facing economic challenges or individual hardships such as disability, loss of a breadwinner, natural disasters, and other circumstances. The GoJ is reforming the Fund to broaden its coverage to a greater number of poor families, increase the efficiency and accountability by transitioning to a digital payment system, and revise targeting and tracking systems.

USAID will coordinate with other donors through a multi-donor fund managed by the NAF and formalized through a Joint Financing Agreement, thereby improving coordination among donors to implement cost-effective and integrated support systems and ensure policy coherence.

## **Development Objective Five: Agency and Leadership of Women and Youth Enhanced**

### **Development Hypothesis Statement:**

The development hypothesis for this DO states that *if* USAID assists Jordan to increase the adoption of inclusive social norms, remove barriers to women's and youth's participation and leadership, and stimulate inclusive participation in public life, *then* USAID will enhance the agency and leadership of women and youth to more meaningfully contribute to Jordan's economic prosperity and governance.

### **Development Hypothesis Narrative:**

Transforming the USAID-GoJ Relationship to Accelerate Self-Reliance: Through this DO, USAID will partner with GoJ and local stakeholders to decrease discrimination against women and youth, eliminate social and regulatory restrictions to accessing resources, and overcome systematic disadvantages that hold back this untapped segment of Jordan's population. DO5 complements the Mission's integrated approach to increase the economic participation of women and youth (DO1) and social participation (DO2, DO3, DO4) by incentivizing GoJ commitment across all line ministries and advocating for policy reform. USAID will work with the GoJ to advance legislation and policy reforms such as lowering the candidacy age for parliamentary elections from 30 to 25 and increasing appointments of females into leadership positions.

Jordan cannot overcome its political and socio-economic challenges without including women and youth. Jordan has some of the lowest indicators in the world on labor force participation, productivity, and gender equality due to low female and youth economic and civic participation. The GoJ is seeking to improve its rankings on the Gender Gap Index and Youth Wellbeing Index.

Social norms around education and appropriate employment lead to enormous untapped economic growth potential. Cultural norms trap youth in an unproductive cycle: youth are not valued by adults until they are married, but they cannot get married until they have a job. Employers in many cases will not hire youth due to misconceptions and cultural stereotypes of them being unskilled and unprofessional. Close to one-third of Jordan's youth are considered inactive, being neither in employment nor education; the inactivity rate of young women is triple that of young men (43.8 percent vs. 14.5



percent). While Jordan has achieved gender parity in school enrollment and girls have higher completion rates than boys, the rate of female labor force participation remains low and stagnant, ranging between 15 and 17 percent for the last ten years, and female business ownership rates are in the range of 1 to 2 percent. This figure is linked to the country's overall economic situation and restrictive cultural perceptions about appropriate jobs for women.

Restrictions on young men and women undermine avenues for social and political expression. A gender analysis conducted for the CDCS revealed that women have significantly fewer legal rights than their male counterparts. The nature of political, economic, and social spaces in Jordan prevents meaningful participation by women and youth in decision-making processes, and elders still vie for authority over youth and for positions of political and economic authority. Institutions such as family and tribal systems that shape the context of life in Jordan often normalize and reinforce restrictions that undermine the abilities of women and youth to be safe from violence and to make decisions about their own lives. The idea of women as dependents of their male relatives denies them the right to make free decisions about what they own and what they can do, which often results in their inability to escape sexual and gender-based violence. Meanwhile, the older generation's authority in both public and family spaces undermines the ability of youth to express themselves freely.

Systematic denial of the rights of women and youth stems from persistent, deep-rooted discriminatory stereotypes governing the roles and responsibilities of women, men, and young people in Jordan. This denial of rights harms the Jordanian economy, likely reduces the gross domestic product, and results in a loss of return on public spending on education. Simultaneously, the lack of trust and collaborative strategizing between government and civil society hinders progress on women's rights, gender equality, and youth development. Transformative change requires holistic, coordinated, and mutually reinforcing efforts with all Jordanian stakeholders, including the private sector, to challenge the stereotypes restricting women and youth so that they are viewed as capable of leading their own lives and fully participating in the decision-making process as equals.

Several favorable developments have advanced equality in recent years, including a more progressive government, a more vocal legislative body committed to advancing rights of women and youth, and a more collaborative space for discourse, advocacy, and collective action. All three branches of the government now recognize women's and youth's political, economic, and social engagement as critical to the country's prosperity and stability. They are proactively seeking affirmative actions to advance the rights of women and youth at the national policy, institutional, and operational levels. Another positive is GoJ leaders seeking to align national legislation with international and regional commitments while working to expand economic, social, cultural, and political support to women and youth. Jordan is finalizing its National Strategy for Women for 2020-2025 and recently launched its National Youth Strategy 2019-2025. Complemented by resourced and time-bound action plans, both strategies aim to

counter prohibitive social norms, advance effective citizenship, promote leadership, increase socio-economic autonomy, and protect marginalized groups from violence.

USAID will continue to coordinate with other donors and the GoJ on gender and youth issues, building on national strategies and action plans to help Jordan better coordinate donor and local efforts to address gender- and youth-related challenges.

## **DO 5 Relevant Critical Assumptions and Risk Factors**

### **Assumptions:**

- The GoJ remains committed to economic and political reform and implementation.
- The GoJ remains committed to prioritizing gender and youth issues, including allocating appropriate resources.
- Jordanians remain open to gradual social change, and civic space remains open to permitting USAID support for civic activism.

### **Risks:**

- Expanded regional conflict and instability.

## **DO5 Intermediate Results (IR) Statements and Narratives:**

### **IR 5.1: Adoption of Inclusive Social Norms Increased**

USAID will work closely with the GoJ, civil society, and private sector to challenge social norms and normative protection perceptions that limit women and youth from exercising their full rights and frame discriminatory practices at the individual and community levels. Research by the World Bank and USAID on social norms demonstrates that social attitudes and societal values in Jordan define women's and men's capabilities in a way that denies women the ability to establish themselves outside the private, domestic domain, whether as respected politicians, highly skilled workers, or capable decision makers at varying levels.

To address traditional beliefs and roles and responsibilities that perpetuate gender inequality, the marginalization of youth, and Sexual and Gender-Based Violence (SGBV), USAID will invest in programming at the national and program levels through integrated and cross-sector programming to raise awareness, build capacities of public and private sectors, contribute to a national discussion, and change mindsets on gender equality and positive youth engagement. USAID will expand youth knowledge and competencies for the job market and broaden employment opportunities in promising sectors so that young people can gain practical skills for the workplace, combating negative perceptions toward youth in the labor force and enabling them to join in Jordan's economic growth. USAID will promote protection mechanisms and psychosocial support services for vulnerable groups to help them manage change and regain confidence. This effort will require working comprehensively to address legal

discriminatory practices, gender norms and beliefs, SGBV, power relations, and access to resources. Supporting communities and institutions to overcome discriminative norms and practices will elevate the agency and leadership of women and youth to more meaningfully contribute to Jordan's economic and political stability and prosperity.

### **IR 5.2: Barriers to Women's and Youth Participation and Leadership Mitigated**

This IR will strengthen regulatory and institutional frameworks to enable women and youth to meaningfully engage in their communities and realize their full potential. Women and youth may not have the same challenges; however, they both face systemic structural barriers to their participation and leadership. Efforts will include supporting local advocacy efforts to effectively execute reformed policies and regulations, addressing institutional challenges and constraints that hinder gender equality and youth empowerment, and developing and expanding programs to strengthen leadership skills for improved political and private sector engagement among women, youth, and other underrepresented groups.

USAID will engage with the GoJ to establish clear mechanisms for equity within government functions, such as gender-responsive budgeting, and support the existing national machineries, such as the Inter-Ministerial Committee for Women's Empowerment, the Jordanian National Commission for Women and the Ministry of Youth, to maximize their impact in advocating for, integrating, and overseeing positive gender and youth policies and programs. USAID will work to reframe women's and youth's roles and contribution in public and private spaces to increase their socioeconomic value as capable, effective leaders. Furthermore, USAID will increase the capacity of government and non-governmental organizations to be more effective advocates for women and youth, strengthen institutional structures, and create institutionalized mechanisms through which women and youth can convey their interests and be heard. Organizational development and improved engagement mechanisms have the potential to enhance women's and youth's representation at all levels. The Mission will follow the Agency Positive Youth Development approach, a holistic approach to development that engages youth along with their families, communities, and governments so that youth can reach their full potential.

### **IR 5.3: Inclusive Participation in Public Life Enhanced**

This IR will capitalize on USAID's strong relationships with partners, donors, and local stakeholders to strengthen cross-sectoral collaboration and advance participation of women and youth in public life. While women and youth comprise a significant portion of Jordan's population, they continue to be marginalized in the public sphere. This IR will strengthen cross-sectoral amplification of inclusive messaging to increase the visibility and participation of women and youth and other marginalized populations in their communities, thereby increasing self-determination and enabling them to contribute to Jordan's economy and society. USAID will strengthen local government and non-governmental mechanisms to expand collaboration on gender and youth priorities, create pathways for participation in public life by women and youth, and enhance evidence-based decision-making processes. Furthermore, this IR will embed collaboration across programs under the first four DOs in the strategy, enabling integration and implementation of women and youth empowerment priorities across

sectors to create a reinforcing effect. IR 5.3 will ensure that this DO complements efforts to expand access to jobs for Jordan's female professionals and to improve the country's overall economic competitiveness. It will foster increased participation of women in the water, health, and education sectors, particularly in decision-making roles and promote best-practices from within each sector to create a broader community of practice. The IR will supplement gender-responsive planning, budgeting, policy enforcement, and service delivery across USAID sectors. This IR will reinforce effective citizenship, leadership, political inclusion, and access to justice for women, youth, and marginalized groups.

## **V. Monitoring, Evaluation, and Learning**

The Mission's Monitoring, Evaluation and Learning (MEL) approach seeks to understand the extent to which the Mission is achieving, and ultimately will achieve, the objectives of the CDCS, as well as to learn from this and make informed decisions based on data. The Mission's MEL approach and Collaborating, Learning, and Adapting (CLA) plans will be detailed in the Performance Management Plan (PMP). The Mission will adopt an integrated approach to MEL to clearly connect activities to the CDCS Results Framework, improve program execution over time through a consistent, structured approach to management, and enable identification and resolution of problems while highlighting innovation and excellence.

The PMP will include robust learning agendas at the DO level using diverse monitoring and evaluation approaches, including direct collection of performance data and complexity-aware methods such as social network analysis, outcome harvesting, contribution analysis, and stakeholder dialogue. Learning priorities will align with CDCS development objectives and approaches such as PSE, addressing Jordan's severe water scarcity, USAID investments and partnerships with the GoJ to foster self-reliance, and gender equality and women's empowerment. The PMP will be accessible to all Mission staff and will be used to strengthen accountability, stimulate learning, and improve performance and organizational decision-making across the portfolio.

USAID will use a mission-wide MEL contract to track results through performance and context indicators and to conduct rigorous, independent evaluations. Intentional, regular learning events such as portfolio reviews, joint annual work planning sessions, mid-term stock taking exercises, and strategic and project-level consultations with implementing partners, stakeholders, sector-working groups, and local and national host government will pause and reflect on successes and failures and identify evidence-based adaptation needs. The MEL platform will develop the capacity of local MEL firms to a level where they are self-reliant to implement MEL activities for USAID, other donors and international actors, and the GoJ in the future.

The Mission will work with DevResults to create and maintain a comprehensive web-based performance data management and reporting tool and prepare for migration to

the Development Innovation Solution (DIS). Gathering all data in a centralized place and in a standard format allows the Mission to work more efficiently with partners, reduce ad hoc reporting demands, and data issues during reporting periods.

The Mission integrates CLA approaches into its management cycle and plans to introduce additional approaches to more systematically use learning to adapt and design programming. Data sharing and analysis will be facilitated through a GIS system, an online knowledge management portal, and a Community of Practice consisting of Mission, implementing partners, and GoJ partner government system staff. Evaluation and assessment findings will be communicated and disseminated so that results and findings are shared widely across the Mission and with key stakeholders.

## **VI. Required Annex**

- Journey to Self-Reliance Country Roadmap

# JORDAN

## JOURNEY TO SELF-RELIANCE: FY 2020 COUNTRY ROADMAP



### LEGEND

0-1 Score

Jordan's Score  
0-1, least to most advanced globally



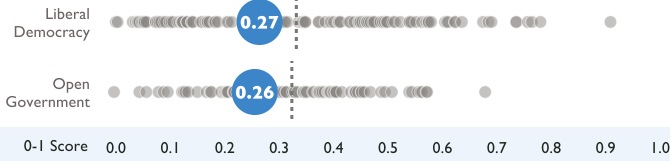
Other Low- and Middle- Income Countries' Scores



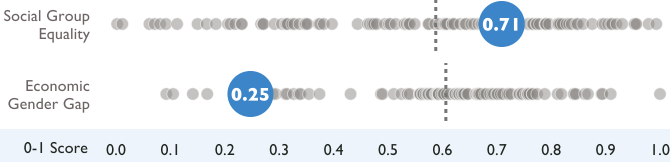
Average Score for Low- and Middle- Income Countries

## COMMITMENT

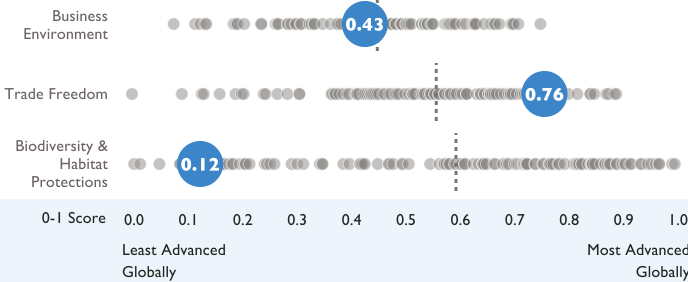
### OPEN AND ACCOUNTABLE GOVERNANCE



### INCLUSIVE DEVELOPMENT



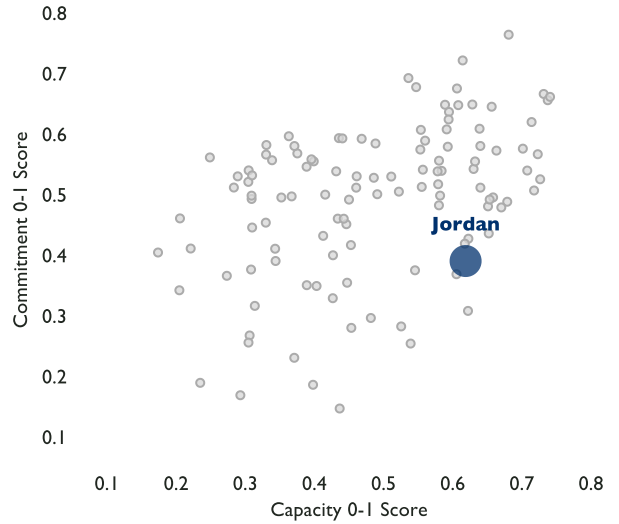
### ECONOMIC POLICY



### RISK OF EXTERNAL DEBT DISTRESS

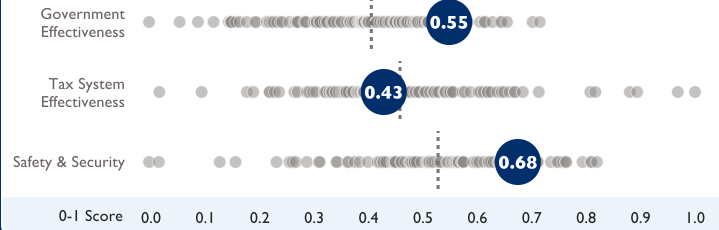
Recent IMF Risk of External Debt Distress rating not available for this country. See the Country Roadmap Methodology Guide for more information and the Secondary Metrics Compendium for additional tools to explore the issues of fiscal policy and health. Both are available at [selfreliance.usaid.gov](http://selfreliance.usaid.gov).

## LOW- & MIDDLE-INCOME COUNTRY SNAPSHOT

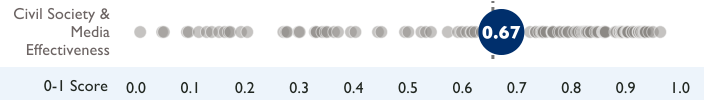


## CAPACITY

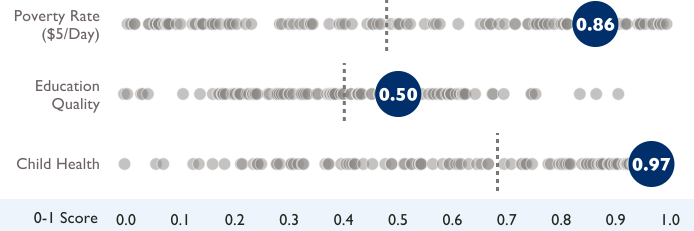
### GOVERNMENT CAPACITY



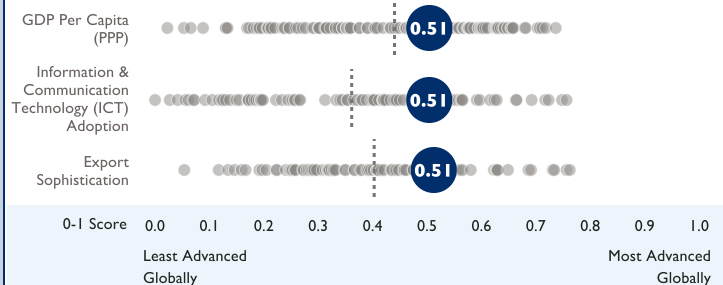
### CIVIL SOCIETY CAPACITY



### CITIZEN CAPACITY



### CAPACITY OF THE ECONOMY



# SELF-RELIANCE ROADMAPS

## INDICATOR DEFINITIONS AND SOURCES

### COMMITMENT

#### OPEN AND ACCOUNTABLE GOVERNANCE

**Liberal Democracy:** Measures freedom of expression, freedom of association, suffrage, elections, rule of law, judicial constraints on the executive branch, and legislative constraints on the executive branch. Source: [Varieties of Democracy \(V-Dem\)](#).

**Open Government:** Measures the degree to which a government shares information, empowers people with tools to hold the government accountable, and fosters citizen participation in public policy deliberations. Sub-factors include: publicized laws and government data, right to information, civic participation, and complaint mechanisms. Source: [World Justice Project, Rule of Law Index](#).

#### INCLUSIVE DEVELOPMENT

**Social Group Equality:** Measures political equality with respect to civil liberties protections across social groups as defined by ethnicity, religion, caste, race, language, and region. Source: [Varieties of Democracy \(V-Dem\)](#), [Social Group Equality in Respect for Civil Liberties](#).

**Economic Gender Gap:** Index comprising five components: (1) wage equality between women and men for similar work; (2) the ratio of female estimated earned income to male income; (3) the ratio of female labor force participation to male participation; (4) the ratio of female legislators, senior officials, and managers to male counterparts; and (5) the ratio of female professional and technical workers to male counterparts. Source: [World Economic Forum, Global Gender Gap Report, Economic Participation and Opportunity Sub-Index](#).

#### ECONOMIC POLICY

**Business Environment:** Assesses a country's entrepreneurial climate by measuring business' access to infrastructure (such as the internet and transport, and to credit), business flexibility (the costs of starting business and of hiring and firing), clear and fair regulations (e.g., intellectual property rights), and perceptions of meritocracy and opportunity. Source: [Legatum Institute, Prosperity Index](#).

**Trade Freedom:** Measures a country's openness to international trade based on average tariff rates and non-tariff barriers to trade. Source: [Heritage Foundation, Index of Economic Freedom](#).

**Biodiversity & Habitat Protections:** Measures extent of marine protected areas, terrestrial biome protection (weighted for both national and global scarcity), representativeness of protected areas, and whether protected areas cover the ranges and habitats of critical species. Source: [Yale University/Columbia University Center for International Earth Science Information Network \(CIESIN\)](#).

#### RISK OF EXTERNAL DEBT DISTRESS

Rates a country's risk of public sector debt distress on a four-tier scale: "low risk", "moderate risk", "high risk", and "in debt distress". Ratings are based on countries' debt and market structures, fiscal and macroeconomic outlook, and institutional capacity to manage debt burden. Ratings help guide the borrowing decisions of lower-income countries to meet development needs while reducing the chances of excessive debt build-up. Ratings are shown for 54 lower-income countries for which the IMF prepares risk ratings and are not scored components of Commitment or Capacity. Source: [International Monetary Fund, Debt Sustainability Analysis for Low-Income Countries](#).

All source data are for the latest year available, typically 2018 or 2017, and are derived from third-party institutions. All indicators are weighted equally in the calculation of the overall Commitment and Capacity scores. Names and boundary representation in the map are not necessarily authoritative.

For more information on definitions and sources, please visit [selfreliance.usaid.gov](http://selfreliance.usaid.gov).

### CAPACITY

#### GOVERNMENT CAPACITY

**Government Effectiveness:** Measures the quality of public services, the quality of the civil service and its independence from political pressure, the quality of policy formulation and implementation, and the credibility of the government's commitment to its stated policies. Source: [World Bank, Worldwide Governance Indicators](#).

**Tax System Effectiveness:** Estimated ratio between a country's tax collection and the expected level of tax revenue that a country could achieve, given its macroeconomic, demographic, and institutional features. Source: [USAID, Collecting Taxes Database, Tax Effort Indicator](#).

**Safety & Security:** A combination of objective measures of security, and subjective measures of personal safety, personal freedom, and social tolerance. Source: [Legatum Institute, Prosperity Index](#).

#### CIVIL SOCIETY CAPACITY

**Civil Society & Media Effectiveness:** Measures the range of actions and mechanisms that citizens, civil society organizations, and an independent media can use to hold a government accountable. The mechanisms include using informal tools such as social mobilization and investigative journalism. Source: [Varieties of Democracy \(V-Dem\)](#), [Diagonal Accountability Index](#).

#### CITIZEN CAPACITY

**Poverty Rate (\$5/Day):** Measures the percent of the population living under \$5/day in purchasing power parity (PPP) terms. Source: [World Bank, PovCalNet](#).

**Education Quality:** Gauges both the quality of education—using harmonized scores across major international student achievement testing—and the quantity of schooling received—using age-specific enrollment rates—to evaluate the relative performance of educational systems worldwide. Source: [World Bank, Human Capital Index, Learning-Adjusted Years of Schooling Indicator](#).

**Child Health:** A composite measure that aggregates child mortality, access to at least basic water sources, and access to at least basic sanitation facilities. Source: [Columbia University Center for International Earth Science Information Network \(CIESIN\)](#).

#### CAPACITY OF THE ECONOMY

**GDP Per Capita (PPP):** Measures the flow of resources available to households, firms, and government to finance development as the country's total Gross Domestic Product (PPP) divided by the country's population. Source: [World Bank, World Development Indicators](#).

**Information & Communication Technology (ICT) Adoption:** Index comprising: (1) mobile-cellular telephone subscriptions; (2) mobile-broadband subscriptions; (3) fixed-broadband internet subscriptions; (4) fiber internet subscriptions; and (5) internet users. Source: [World Economic Forum \(WEF\), Global Competitiveness Index](#).

**Export Sophistication:** Measures the diversity and ubiquity of a country's exported goods, key markers that can help gauge economic sophistication and resilience. Source: [Center for International Development at Harvard University, Economic Complexity Index](#).