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Report No: PAD00017

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROGRAM APPRAISAL DOCUMENT

ON A

PROPOSED LOAN

IN THE AMOUNT OF US\$321 MILLION

AND A GLOBAL CONCESSIONAL FINANCING FACILITY GRANT

IN THE AMOUNT OF US\$29 MILLION

TO THE

HASHEMITE KINGDOM OF JORDAN

FOR A

JORDAN PEOPLE-CENTRIC DIGITAL GOVERNMENT PROGRAM FOR RESULTS

(P180291)

March 5, 2024

Governance Global Practice
Middle East And North Africa

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CURRENCY EQUIVALENTS

(Exchange Rate Effective February 29, 2024)

Currency Unit = JORDANIAN DINAR
(JD)

0.709 JD = US\$1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AICS	Italian Agency for International Cooperation
ASA	Advisory Services and Analytics
CBJ	Central Bank of Jordan
CPF	Country Partnership Framework
CSO	Civil Society Organization
DLI	Disbursement-Linked Indicator
DLR	Disbursement-Linked Result
DOS	Department of Statistics
DPI	Digital Public Infrastructure
DPL	Development Policy Loan
EHS	Electronic Health Solution
EMIS	Education Management Information System
EMR	Electronic Medical Record
EMV	Economic Modernisation Vision
ESCJ	Economic and Social Council of Jordan
E&S	Environmental and Social
ESSA	Environmental and Social Systems Assessment
EU	European Union
FM	Financial Management
FSA	Fiduciary Systems Assessment
FY	Fiscal Year
GCF	Global Concessional Financing Facility
GDP	Gross Domestic Product
GHG	Greenhouse Gas
GFMIS	Government Financial Management Information System
GIZ	German Agency for International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit)
GOJ	Government of Jordan
GPD	General Procurement Department
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
GSC	Government Service Center
GTD	General Tendering Department
HDQA	Health Data Quality Assurance
HIE	Health Information Exchange
HLO	High-Level Outcome
HRM	Human Resource Management
HRMIS	Human Resource Management Information System
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communication Technologies
ID4D	Identification for Development
IMF	International Monetary Fund
IPA	Institute of Public Administration
IPF	Investment Project Financing
IPS	International Patient Summary

IPSAS	International Public Sector Accounting Standards
IT	Information Technology
IVA	Independent Verification Agent
ESCJ	Economic and Social Council of Jordan
JIACC	Jordan Integrity and Anti-Corruption Commission
JD	Jordanian Dinar
JONEPS	Jordan E-Procurement System
JRP	Jordan Response Plan
KACE	King Abdullah Centre of Excellence
KfW	Credit Institution for Reconstruction (<i>Kreditanstalt für Wiederaufbau</i>)
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
MENA	Middle East and North Africa
MIS	Management Information System
MODEE	Ministry of Digital Economy and Entrepreneurship
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MOPIC	Ministry of Planning and International Cooperation
MOU	Memorandum of Understanding
NAP	National Adaption Plan
NDC	Nationally Determined Contribution
PforR	Program for Results
PAP	Program Action Plan
PCC	Procurement Complaint Committee
PDO	Program Development Objective
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PIA	Privacy Impact Assessment
PMDU	Prime Minister Delivery Unit
PMIO	Project Management and Implementation Office
PMO	Prime Minister's Office
PMU	Program Management Unit
POM	Program Operations Manual
RA	Result Area
RETF	Recipient-Executed Trust Fund
SPAC	Service and Public Administration Commission
TA	Technical Assistance
Tawjihi	Jordan's General Secondary Education Examination
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
YTJ	Youth, Technology, and Jobs Project

WB	World Bank
WHO	World Health Organization

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DATASHEET

BASIC INFORMATION

Project Beneficiary(ies)	Operation Name		
Jordan	Jordan People-Centric Digital Government Program for Results		
Operation ID	Financing Instrument	Does this operation have an IPF component?	
P180291	Program-for-Results Financing (PforR)	No	

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Contingent Emergency Response Component (CERC)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Small State(s)	<input type="checkbox"/> Conflict
<input type="checkbox"/> Alternative Procurement Arrangements (APA)	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Hands-on Expanded Implementation Support (HEIS)	

Expected Approval Date	Expected Closing Date
26-Mar-2024	30-Jun-2028
Bank/IFC Collaboration	
No	

Proposed Program Development Objective(s)

To improve people-centric service delivery, government effectiveness, and transparency and accountability through digitalization.

Organizations

Borrower: Hashemite Kingdom of Jordan
Implementing Agency: MOPIC
Contact: Maher Abdulrahim
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COST & FINANCING (US\$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)? No

Is this project Private Capital Enabling (PCE)? No

SUMMARY

Government program Cost	549.58
Total Operation Cost	549.58
Total Program Cost	548.78
Other Costs (Front-end fee,IBRD)	0.80
Total Financing	549.58
Financing Gap	0.00

Financing (US\$, Millions)

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	321.00
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Non-World Bank Group Financing

Counterpart Funding	145.24
National Government	145.24
Trust Funds	29.00
Concessional Financing Facility	29.00
Other Sources	54.34

Expected Disbursements (US\$, Millions)

WB Fiscal Year	2024	2025	2026	2027	2028	2029
Annual	0.00	100.00	85.00	85.00	80.00	0.00
Cumulative	0.00	100.00	185.00	270.00	350.00	350.00

PRACTICE AREA(S)**Practice Area (Lead)**

Governance

Contributing Practice Areas

Digital Development; Health, Nutrition & Population; Education; Poverty and Equity

CLIMATE**Climate Change and Disaster Screening**

Yes, it has been screened and the results are discussed in the Operation Document

SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)**Risk Category****Rating**

1. Political and Governance	● Moderate
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Moderate
7. Environment and Social	● Moderate
8. Stakeholders	● Moderate
9. Overall	● Moderate

POLICY COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No

LEGAL

Legal Covenants

Sections and Description

Conditions

Type	Citation	Description	Financing Source
Effectiveness	Adequate staffing of the PMU	The Borrower has engaged a Program manager, in accordance with terms of reference, qualifications and resources satisfactory to the Bank.	IBRD/IDA

I. STRATEGIC CONTEXT

A. Country Context

1. Jordan, one of the most water-scarce countries in the world, has shown remarkable resilience in maintaining stability in an increasingly volatile region, while continuing to be a provider of a global public good, hosting over 1.36 million Syrians, including 643,199 registered Syrian refugees¹. The country is highly vulnerable to climate shocks, underscoring its need to address water, energy, and food security concerns. Jordan's population has doubled, from 5 million to 11 million, over the past two decades, putting pressure on its already very limited natural resources. Climate change will decrease water availability even further for agriculture, cities, firms, and social systems. Jordan is also among the countries hosting the most refugees in proportion to its population. In the face of crises, Jordan has adopted an accommodative, but prudent monetary and fiscal policy. Annual headline inflation continued to decelerate to 1.6 percent in December 2023, down from its peak of 5.4 percent in September 2022, reflecting the Central Bank of Jordan's monetary tightening and lower global commodity prices. Yet with an unfinished structural reform agenda and buffeted by continuous shocks, the country has not been able to break out of a low-growth equilibrium, averaging 2.2 percent in the past decade (2012-2022). Real gross domestic product (GDP) growth reached 2.7 percent in the first three quarters of 2023. Jordan has made significant strides in recent years on fiscal consolidation, but debt levels remain elevated. General government debt (which nets of the Social Security Investment Fund (SSIF) holdings) increased to 88.8 percent of GDP in 2022, up from 87.5 percent in the previous year, and is expected to reach 88.7 percent in 2023.

2. With its small economy and domestic market, Jordan's growth and job creation need to be driven by private sector investment and exports; however, key structural constraints to growth remain entrenched, notably those related to the labor market and the business environment. Despite recent reforms, the private sector still faces barriers to entry and a challenging environment, resulting in low productivity and investment levels. Unemployment is high (hovering around 22.3 percent in Q3 2023 overall and Jordan's labor force participation rate is low (32.6 percent in Q3 2023), especially for women (13.5 percent for Jordanian women, one of the lowest in the world). Labor market segmentation between the public and private sectors and across gender and nationality, persistent informality, a large gender gap, and structural constraints on employment for migrants prevent the full utilization of Jordan's human capital wealth. According to the latest official 2017/2018 poverty estimates, Jordan's poverty rate, at 15.7 percent, is relatively low compared to other countries in the Middle East and North Africa (MENA) region. However, vulnerability is increasing and there is also significant variation in poverty across the country. In 2019, Jordan initiated a successful reform and expansion of its social protection system. It is now the largest in the MENA region in terms of coverage of the poorest. Public investment spending has been on a steadily declining path during the past two decades. Capital spending averaged 7.2 percent of GDP in the fiscal years (FYs) 2000–2010, but it declined to an average of 3.7 percent in the following decade (FY11–FY21). In comparative terms, spending on nonfinancial assets is lower than the average spending of that in upper-middle-income countries and oil-importing MENA countries. Notable improvements in fiscal consolidation and domestic revenue mobilization have been achieved with the support of International Monetary Fund (IMF) Extended Fund Facility programs.²

3. In 2021-2022, the Government of Jordan (GOJ) has adopted a three-track program of political, economic, and public sector modernization reforms to address these challenges—and with the explicit purpose of strengthening the social contract between the government and citizens. The three reform dimensions are closely interlinked. Political reforms aim at modernizing the political system leading to party-driven parliamentary and political life; based on which a new Elections Law and a new Political Parties Law were enacted in addition to constitutional amendments. The Public Sector Modernization Roadmap targets improved government effectiveness and accountability, including through stakeholder consultation, citizen feedback loops and e-participation, and reforming human resource management in the civil service. The objective of the Economic Modernization Vision (EMV) is to double the country's growth rate to absorb a million Jordanian youth into the job market over the next 10 years, improve living conditions and welfare, and promote sustainable growth.

¹ United Nations High Commissioner for Refugees (UNHCR) Jordan, <https://reporting.unhcr.org/jordan-operational-update-7188>.

² Including the IMF Standby Arrangement 2012-2015, EFF 2016-2019, and EFF 2020-2024.

B. Sectoral and Institutional Context

4. Public sector modernization and digitalization are an integral part of the government’s macro-fiscal and development strategy. The EMV builds on public sector modernization and digitalization: it stresses the importance of “bolster[ing] [the] public sector’s efficiency and capacity,” tracking its performance and remedying underperformance, and “the need for comprehensive and regularly updated data to inform evidence-based decision making and policymaking and adequately monitor and evaluate the implementation process.” A monitoring and reporting framework on the implementation of the EMV for 2033 has been introduced for that purpose under the Prime Minister Delivery Unit (PMDU). It also aims at developing the digital economy, including through a “digital government transformation” to improve services to people and businesses through e-services, such as in the health sector, where it expects “an integrated digitally enabled system” to “ensure a strong and well-knit continuum of care” and to improve prevention efforts, and the quality of and access to health services. In support of the digital transformation, the EMV for 2033 also includes plans to “empower a public data agency responsible for data availability, access, and decision-making support,” as well as to bridge the gap between the demand for and supply of digital skills. Under the IMF program for 2024-28,³ the Government of Jordan (GOJ) is committed to the “digitalization of all government services by end-2025, and to establishing a single service platform by December 2024” to “operationalize a system that will enable payment of all government bills and fees under the same platform, as well as options to connect e-wallets to the system.” In addition, the GOJ will digitalize business licensing, increase the digitalization of taxpayers’ services, foster access to credit information through digital channels, and further digitalize data capture and analysis. It is also committed to strengthening controls on wage bill increases through the professionalization of the civil service and by mobilizing an “HR management information system that includes real-time civil service data and performance management functions to support the roles and functions of the newly established” Service and Public Administration Commission (SPAC).

5. The Public Sector Modernization Roadmap for 2022-2025, approved in 2022, builds on a sound diagnostic of governance challenges in Jordan, aimed at both analog and digital governance reforms to improve governmental effectiveness. It points to critical shortcomings across seven dimensions, which it aims to address: (1) deterioration in the provision of government services and decreasing levels of satisfaction among service users; (2) weak documentation and coordination in government procedures; (3) complexity and overlap; (4) slow development of digital infrastructure; (5) weak implementation of plans and strategies, and linkages with human resource budgets and plans; (6) weak evaluation, performance oversight, and impact assessment processes; and (7) the civil service’s efficiency and productivity, weak workforce planning, performance management, leadership, and middle management, and limited ability to attract and retain competencies. To remedy the identified weaknesses, it promotes the digitalization of government through the mainstreaming of government-to-government digitalized procedures; the leveraging of information technology (IT) systems for policy making (for example, crowdsourcing and artificial intelligence-based modeling and simulation); the digitalization of government interactions with both businesses and citizens (based on “no-touch government,” and “once-only government” processes), e-identification, and digital upskilling in the civil service. The roadmap further supports analog governance reforms, such as the revamping of its strategic planning function, transitioning toward “open policies that enhance citizen participation in decision-making,” and the establishment of one-stop citizen service centers in each governorate to facilitate access to services, including digital services. The public sector modernization and digital transformation are overseen by the Prime Minister’s Office (PMO) under the Deputy Prime Minister for Economic Affairs and Minister of State for Public Sector Modernization.

6. Prior to the Public Sector Modernization Roadmap, a range of related governance reforms were adopted, but they have yet to be fully operationalized. This is the case with the 2007 Access to Information Law; the 2015 and 2021 Decentralization Laws; the 2020 Civil Service Bylaws (fostering its professionalization); the government commitments under the Open Government Initiative that Jordan joined in 2005; the e-participation and open data policies; the introduction of regulatory impact assessments in 2018; service delivery improvement programs, including those based on the initiation of a range of online (such as the all of government online citizen feedback platform “At Your Service”) and

³ IMF, 2024, Request for an Extended Arrangement under the Extended Fund Facility and Cancellation of the Current Arrangement under the Extended Fund Facility.

analog mechanisms for citizen feedback and grievance redress (mystery shoppers and outreach campaigns on anti-corruption and the establishment of Government Service Centers (GSCs)). However, many of these reforms are still works in progress and have yet to make a significant difference in the interaction between the government and its citizens. In its 2021 *State of the Country Report*, the Economic and Social Council of Jordan (ESCJ), an advisory body to the GOJ, has stressed that so far, public sector reforms have not met expectations and that digital transformation calls for further progress in the availability, management, and use of data to inform policy making and the implementation of government activities.⁴

7. The National Digital Transformation Strategy and Implementation Plan for 2021-2025 also drives the digitalization of government. It aims to develop digital public infrastructure (DPI),⁵ such as digital identity (ID) and e-payments, to strengthen open government data and the management of government resources, expand government digital services (with the objective of automating them fully by 2025), institutionalize e-participation, and promote change management. The GOJ is also adopting a legal and regulatory institutional framework for the protection of personal data (with a Cybersecurity Strategy adopted in 2018 and a Personal Data Protection Law enacted in 2023, both critical safeguards for digitalization). Although the Ministry for Digital Economy and Entrepreneurship (MODEE) is responsible for the implementation of the digital transformation, the PMO exercises oversight over the government's digital transformation through the Project Management and Implementation Office (PMIO), which falls under the authority of the Deputy Prime Minister and Minister of State for Public Sector Modernization.

8. Jordan consistently ranks above average among middle-income countries on government effectiveness, rule of law, regulatory quality, and control of corruption, but below average on voice and accountability. International benchmarks and opinion surveys suggest that improvement is needed in transparency and access to information, social accountability, and grievance redress mechanisms to support citizens' trust in government. This is an objective of the government reform agenda which aims at promoting e-participation, enforcing public access to information, institutionalizing stakeholder consultation to inform policy making and implementation, and at improving government responsiveness to citizen feedback. According to the United Nations (UN) e-government index and the World Bank (WB) GovTech Maturity index,⁶ despite significant progress in digital government, there is an opportunity for improvement to voice and accountability, as well as to access to and quality of services. Internet and mobile connectivity and the use of internet social media is widespread, with close to 10 million internet users in 2023 (an 88 percent penetration rate). There are over 8.5 million active cellular mobile connections, and over 6.5 million social media users (that is, 58 percent of the population), with 45 percent of users being women.⁷

9. Jordan has been actively working on the digitalization of public services; however, user adoption remains limited. The Sanad application implemented by MODEE includes digital ID, electronic signature, and a personal document store, in addition to functioning as a unified online portal for accessing digitalized public services. Approximately 800,000 users (that is, about 7 percent of the population) have activated their Sanad accounts as of January 2024, which is far below the GOJ's goal of 3.5 million active digital IDs by 2025. The limited adoption of Sanad is due to low perceived relevance for many individuals and service providers, as well as to eligibility restricted so far to citizens, thus leaving various demographic groups (such as non-Jordanians, amongst whom refugees, and military personnel) ineligible for a digital ID. MODEE plans to increase the uptake of Sanad by (1) expanding eligibility and outreach to enroll additional users (for example, through the operationalization of new GSCs and targeted visits to refugee communities); (2) introducing new features to enhance trust, interoperability, security, and people centricity, such as adding a mechanism to collect user consent for data sharing; and (3) implementing a DPI ecosystem approach that is aligned with international good practice, to achieve effective, end-to-end, digitalized service delivery workflows. Taking a trusted, people-centric DPI ecosystem approach offers the opportunity to embrace international standards and open internet technologies by using trusted data

⁴ See the [State of the Country Reports on the ESCJ website](https://www.esc.jo/Reports/en.aspx) at <https://www.esc.jo/Reports/en.aspx>.

⁵ DPI refers to digital ID, payment, and data exchange capabilities that are fundamental to enabling service delivery at scale and supporting innovation in the digital economy. DPI provides reusable and foundational digital platforms that allow public- and private-sector service providers to build and innovate their products and services.

⁶ See Jordan's detailed rating in Technical Assessment.

⁷ Kemp, Simon. 2023. "Digital 2023: Jordan." [Datareportal](https://datareportal.com/reports/digital-2023-jordan). <https://datareportal.com/reports/digital-2023-jordan>.

for eligibility purposes, access control, and the provision of efficient, in-demand digitalized services. MODEE will be responsible for setting the DPI ecosystem's rules, such as those for identification, authentication, and interoperability, and for ensuring all participants are aware of their responsibilities and act in compliance with DPI ecosystem requirements.

C. Relationship to the Country Partnership Framework and Rationale for Use of Instrument

10. The Program is aligned with the World Bank Group Country Partnership Framework (CPF) for Jordan for FY24–FY29 submitted to the World Bank Board of Directors concurrently with this operation. Under the CPF, this operation serves as the anchor for one of the two cross-cutting themes, namely people-centric governance and digitalization, with its support for monitoring and data-driven decision-making for reform results. The operation underpins one of the three high-level outcomes (HLOs), specifically HLO2 on human capital, since the Program supports the improvement of health services and government effectiveness in the education sector through digitalization. The Program also aims to support Jordan as a provider of a global public good in hosting refugees, another CPF cross-cutting theme. Under the CPF, the Program will synergize with three other flagship operations: (1) the Multi-Donor Trust Fund (MDTF), established in 2019 to support the implementation of the Reform Matrix (which includes public sector and governance reforms), including through a Recipient-Executed Technical Assistance on Strengthening Reform Management, which was recently restructured and granted additional financing (P178480); (2) the Jordan Inclusive, Transparent and Climate Responsive Investments Program for Results (PforR) (P175662), which promotes improvements to government service standards, statistical performance, and regulatory governance/evidence-based policy making; and (3) the Youth, Technology, and Jobs Project (YTJ) (P170669), which supports the expansion of e-government services, the building of digital skills, e-payments, and government resources management. The last two operations were recently restructured (see table on synergies and complementarities between the Program and ongoing World Bank operations in Jordan in the Technical Assessment)).

11. The Program is also consistent with the World Bank's corporate strategy, including at the regional level. In alignment with the Evolution Roadmap and new World Bank vision, it addresses the global challenge of enabling digitalization to strengthen country institutions and improve government interaction with stakeholders towards the achievement of Sustainable Development Goals. It meets the World Bank regional objective of supporting digital transformation, structural reforms, governance, and service delivery to restore trust, as well as to spur job creation and economic transformation. It also contributes to World Bank engagement on refugees and gender issues in the region. It is underpinned by the findings of the Regional Economic Update issued in October 2022 concerning the economic and development impact of transparency and accountability in MENA,⁸ which concludes that the state "could be transformed by improved transparency, that is by measuring economic and social outcomes with purpose, regularity, and openness coupled with heightened accountability, which aligns incentives for change."

12. The Program is aligned with the goals of the Paris Agreement on both climate mitigation and adaptation as consistent with Jordan's Nationally Determined Contribution (NDC) and National Adaptation Plan (NAP). In the latest Jordan NDC submitted to the United Nations Framework Convention on Climate Change in 2021, Jordan raised its greenhouse gas (GHG) emission reduction target from 14 percent to 31 percent of the business-as-usual scenario by 2030. On adaptation, the NDC aims at reducing emissions from the health sector to reach net zero health sector emissions by 2050. The NAP aims to enhance the adaptive capacity of the health sector, address climate-induced health impacts and emerging infectious diseases, including by "establishing an early warning system to trigger prompt public health interventions when certain variables exceed a defined threshold, and building the capacity of public health and health care professionals to monitor, diagnose, and treat cases of climate-sensitive health outcomes."

13. The choice of instrument is warranted by the shared objective of the GOJ and the World Bank to support the outcomes of government modernization through digitalization. Government digital transformation is well underway, as

⁸ Belhaj, Ferid, Roberta Gatti, Daniel Lederman, Ernest John Sergenti, Hoda Assem, Rana Lotfi, Mennatallah Emam Mousa. [2022. "A New State of Mind: Greater Transparency and Accountability in the Middle East and North Africa." Middle East and North Africa Economic Update](#). October 2022. Washington, DC: World Bank. Doi: 10.1596/978-1-46481925-4. License: Creative Commons Attribution CC BY 3.0 IGO.

reflected by Jordan’s performance in international benchmarks (See paragraph 9). Accordingly, the operation focuses on the functionalities and operationalization of a range of digital systems already deployed or under development. It does not focus on capital investment in IT infrastructure or capacity building, which would have warranted an investment loan (Investment Project Financing or “IPF”). Since it focuses on reform implementation as opposed to policy decisions, it is also a better fit than a Development Policy Loan. The availability of parallel technical assistance (TA) (under the Jordan Growth MDTF, the Identification for Development (ID4D) MDTF, bilateral aid, the YTJ, and the Mashreq Digital Dialogue & DD Watch Advisory Services and Analytics (ASA)), means that the Program will not require an IPF component. As needed, it will also mobilize available TA already identified through donor mapping (see the implementation support plan in Annex 6), while also financing the sizable program of expenditures earmarked by the GOJ for the implementation of the public sector modernization and digital transformation agendas.

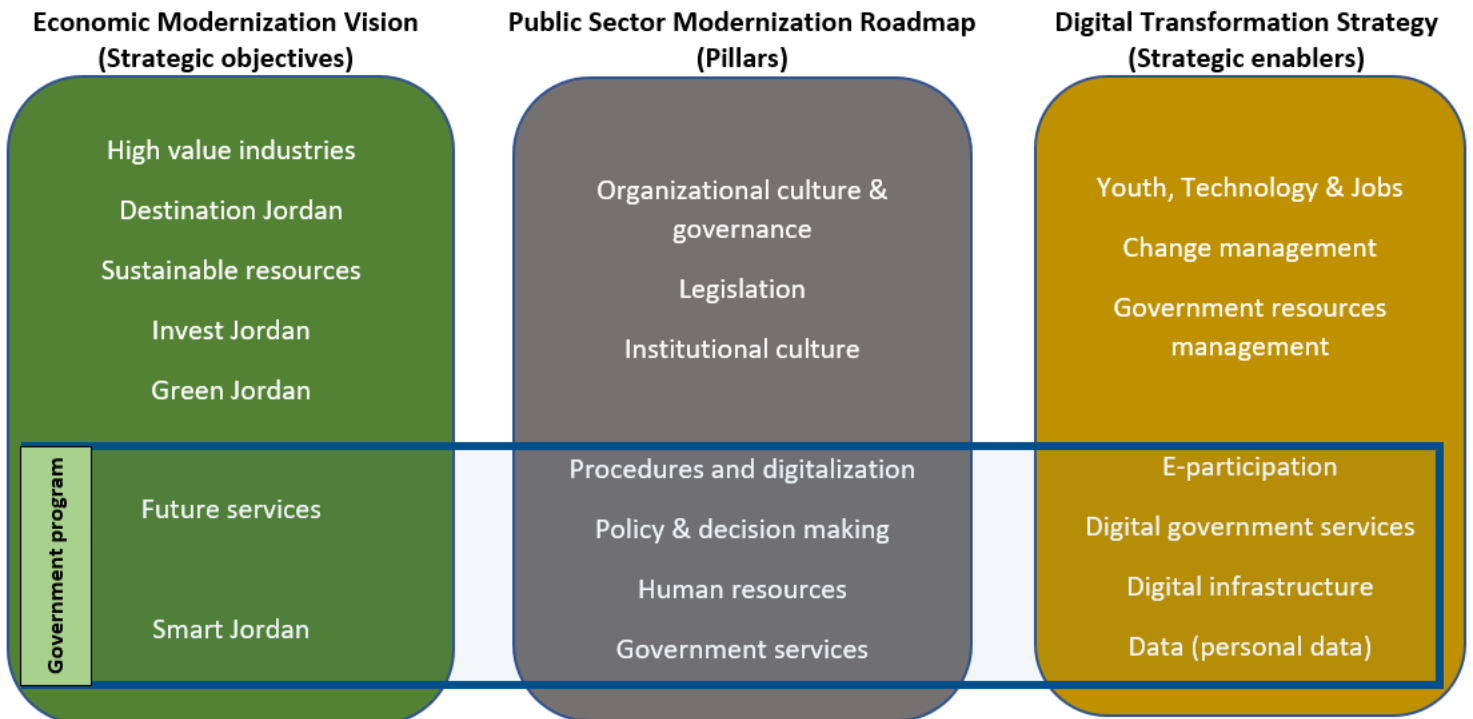
II. PROGRAM DESCRIPTION

A. Government program

14. The government program supported by the Program is delineated by the intersection of the EMV, the Public Sector Modernization Roadmap, and the National Digital Transformation Strategy and Implementation Plan for 2021-2025 (See Figure 1). The EMV for 2033, approved by the GOJ in August 2022, is the overarching government agenda. It is underpinned by the Public Sector Modernization Roadmap, approved in August 2022, and the National Digital Transformation Strategy and Implementation Plan for 2021-2025, which are both expected to be extended beyond their initial timeline, upon review. Those programs of reforms target cross-cutting objectives—such as ease of access to and quality of government services, government effectiveness, and transparency and accountability—as well as sector-specific ones, such as education and health. In education, the government program aims to integrate the various tiers of education to better align education outcomes to the market demand for skills. In the health sector, the focus is on improving the oversight of the health sector and the management of health services.

15. The government program is also expected to benefit refugees and contribute to the implementation of the Jordan Response Plan for the Syrian Crisis (JRP). The 2024-2026 JRP is under preparation, with an emphasis on the importance of continued provision of basic services, notably education and health care. It also emphasizes the importance of fostering inclusion and promoting livelihoods. The Program supports the JRP through the following mechanisms: (1) facilitating refugee access to basic services through digital identification, through which refugees can also open e-wallets; (2) incentivizing the improvement of health services (including through the rollout of electronic medical records (EMRs)) in areas populated by refugees; and (3) expanding refugee access to the general secondary education examination (the Tawjihi) by rolling out digital examination centers in camps and urban areas with a high concentration of refugees. During implementation, the Program will coordinate with the United Nations High Commissioner for Refugees (UNHCR) on its efforts in providing TA to support registration and the issuance of identification for refugees by incentivizing a more streamlined, digitalized process. On the provision of education services to refugees, the Program will coordinate with KfW on the establishment of examination centers and equipping schools with digital laboratories, and with United States Agency for International Development (USAID) on the development of an item bank with competency-based questions aligned with the new Tawjihi curriculum. On the provision of health services to refugees, it will coordinate efforts with the European Union on supporting Hakeem systems in governorates with high concentrations of refugees, and with UNICEF, USAID, and the World Health Organization (WHO) on shared health records.

Figure 1: Government program



Source: World Bank. Original figure developed for this report.

Note: HRM = human resource management; ICT= information and communication technologies.

16. The government program of expenditure includes relevant budget lines within the budgets of implementing agencies. The program of expenditure amounts to a total of US\$549.6 million over four years, 67.6 percent of which are recurrent expenditures and 32.4 percent of which are capital expenditures (see details in the technical assessment in Annex 2) and consists of the parts of relevant budget programs selected in the government’s general budget that underpin the achievement of targeted results. The main components of the program of expenditure are:

- Prime Minister’s Office (PMO):** A new budget line created for FY2023 is dedicated to the implementation of the Public Sector Modernization Roadmap with a budget amount of JD 45.00 million (US\$63.43 million) for 2024 and the following years. It includes JD 30.00 million (US\$42.50 million) for digital transformation. This budget line is mostly transferred to line ministries, including MODEE, to finance the implementation of public sector reforms and digitalization. Another budget line, although small (JD 100,000 (US\$141,000) in 2024), is dedicated to the financing of GSCs and is also included in the expenditure framework. This component of the program of expenditure amounts in total to JD 172.90 million (US\$243.60 million) over four years.
- Ministry of Education (MOE):** in the budget program for secondary education, a budget line amounting to JD 23.80 million (US\$33.55 million) per year (that is, US\$120 million over four years) is earmarked for the Tawjihi exam. It amounts to most of the MOE budget included in the program of expenditure, along with limited expenditure for equipment and maintenance for the examination centers. Since this budget line is already included in the expenditure framework of the Jordan Education Reform Program (P162407), which closes on May 31, 2025, it is only captured under the expenditure framework of the Program starting from June 2025. This component amounts in total to JD 102.10 million (US\$144.05 million) over four years.
- Ministry of Health (MOH):** Various budget lines are earmarked for the digitalization of the health sector and for improvement of the quality of health services. They are included in the expenditure framework for their relevance

to the achievement of targeted results. This component amounts in total to JD 82.65 million (US\$116.45 million) over four years.

- **Ministry of Digital Economy and Entrepreneurship (MODEE):** A full budget program is dedicated to e-government. Relevant budget lines for the Program are included in the expenditure framework for a total amount of JD 16.70 million (US\$23.50 million) from March 2027 onwards, since prior to that, the budget program is already included in eligible expenditures for the YTJ (P170669) that closes on February 28, 2027.
- **Service and Public Administration Commission (SPAC),** which replaced the Civil Service Bureau from January 1, 2024: Its entire budget is captured for a total amount of JD 16.70 million (US\$23.55 million) over four years.
- **Ministry of Planning and International Cooperation (MOPIC):** A single budget line in the 2024, 2025, and 2026 budgets of the Department of Statistics (DOS) are earmarked for the completion of the 2025 population census. It is included in the program of expenditure for a total amount of JD 24.00 million (US\$33.80 million). This budget line was not included in the DOS budget for 2023, which is part of the program of expenditure of the Jordan Transparent, Inclusive and Climate Responsive Investment PforR.

B. PforR Program Scope

17. The Program supports the achievement of three cross-cutting strategic objectives of the government reform agenda (service delivery, government effectiveness, and transparency and accountability) by leveraging government digitalization across the board with a focus on human capital (health and education) and the refugee agenda. Accordingly, the Program boundary is delineated by three Result Areas (RAs) (See figure 2):

- 1) Service delivery through digitalization
- 2) Government effectiveness through digitalization
- 3) Transparency and accountability through digitalization.

Within each RA, entry points for support are mostly cross-sectoral and foundational to governance reform. They focus on the governance reforms that leverage government digitalization and directly impact the interaction of government with people, including non-Jordanians amongst whom refugees. The Program supports the adoption of digital identification and e-services, the digitalization of health services, the professionalization of the civil service, including through digital skills enhancement, the digitalization of student assessment in secondary education, e-information, and the availability of interactive statistical data. Within each cross-cutting RA, the Program supports digital transformation in two specific sectors that rank high on the government’s digital transformation and development agenda—education and health—in the expectation that it will lead to significant improvements in education and health outcomes. In the education sector, it focuses on the digitalization of the Tawjihi, in alignment with the World Bank’s support for education reforms and digitalization under two ongoing operations (the Jordan Education Reform PforR and the YTJ). In the health sector, the Program supports the foundational stages of digital transformation to help improve the access to and quality of health services, as well as promote greater efficiency in public spending on public health.

18. The Program also facilitates access for Syrian refugees to education and health e-services and supports their digital identification. Jordan hosts an estimated at over 1.3 million Syrians, of whom 673,238 are registered refugees with UNHCR. An estimated 82 percent of refugees live outside the camps and rely on existing infrastructure and service delivery systems, adding additional demand on those systems, including the health, education, and municipal services. Registered refugees have access to subsidized healthcare and education. According to the MOE, 149,000 Syrian children are currently enrolled in schools, and an estimated 414,500 refugees availed health services in 2023, according to the MOH. As outlined in the JRP, the annual cost of public services for Syrian refugees is estimated at US\$480.00 million. An additional US\$253.00 million per year in investments is required to improve the quality of services. Three direct potentially quality-enhancing

benefits have been identified in alignment with the 2024-26 JRP: (1) refugees' access to e-services, public and private, through digital identification; (2) the improvement of health services (including through EMRs) in areas populated by refugees; and (3) access for refugees to higher education. In this regard, the relevant targeted Program results are specifically aimed at benefitting Syrian refugees.

19. The timeline of the Program is four years. The timeline of the EMV extends until 2033, while the Public Sector Modernization Roadmap is only for three years (2023 to 2025). It is expected that a significant part of the Program targeted results, such as the full digitalization of government procedures and services, as well as the professionalization of the civil service, will take longer than the Program's timeline to achieve. Accordingly, the Program will be implemented from 2024 to 2028, with a closing date of June 30, 2028.

20. The Program promotes social and gender inclusion and accessibility. It promotes social and gender inclusion in access to e-services, education, and health, for both Jordanians and non-Jordanians - amongst whom refugees). It further promotes gender equity in recruitment and promotion to senior positions in the civil service. The public sector in Jordan employs approximately 40 percent of working women and most applicants (up to 75 percent) for civil service jobs are women. However, even though women account for nearly half of civil servants (45 percent), they are underrepresented among senior executives (only 20 percent of secretary generals are women according to the 2023 GoJ's HRM strategy in the civil service for 2023-2027). Recent gender audits of two public sector institutions carried out by the Jordanian National Commission for Women identified the need to improve gender mainstreaming, so as to ensure equal opportunities for women to assume leadership positions as well as to engage in digital jobs created in the public sector. Furthermore, as the government continues to digitalize its services and introduce citizen engagement platforms, the gender digital gap around the adoption of digital ID and access to digitalized services through GSCs will be addressed.⁹ Women will directly benefit from the Program in three main ways: (1) through improved representation in senior positions in the civil service as a result of competency-based promotions and human resource management (HRM); (2) enhanced digital skills of women employed by the government and applying for jobs in the civil service; and (3) gender-balanced and inclusive access to and use of DPI and trusted, user-centric digitalized services, including through the equitable expansion of Sanad coverage, free access to the internet in the GSCs, and facilitation of access to services for women, persons with disabilities, and refugees through appropriate staffing at the GSCs. Also, persons with physical disabilities and elderly people (over 65 years of age) will benefit from the facilitated access to government services through GSCs, including because of the enforcement of accessibility guidelines contained in the 2022 *Jordan Government Websites Standards*. These aim to make the Jordanian government websites more usable, user-centric, and universally accessible. Specifically, they prescribe in detail how government websites "should be developed with universal accessibility to allow the site to reach those who are trying to access the website regardless of their type or disabilities (physical or visual)." They are also aligned with international standards on web content accessibility.¹⁰

21. The Program will apply at the national level and also support decentralized service delivery. The Program aims to extend the reach of digital government across the country, it supports the full coverage of EMRs to all public health facilities, and it also supports the establishment of GSCs across governorates. While the Program does not focus specifically on the lower tiers of government (such as municipalities), it promotes access to e-municipal services through GSCs and the e-services government platform Sanad.

22. It is not expected that any activity or contract will be excluded from the Program, in accordance with the Bank's Policy and Directive on Program-for-Results Financing and the rationale for such exclusion. The Program does not finance the purchase by the GOJ of any large IT systems under high-value contracts. The 2020 government cloud policy promotes the use of cloud services across government entities. MODEE provides them with cloud infrastructure (through the government's private cloud). Further, IT developments are usually funded through fee for services rather than through

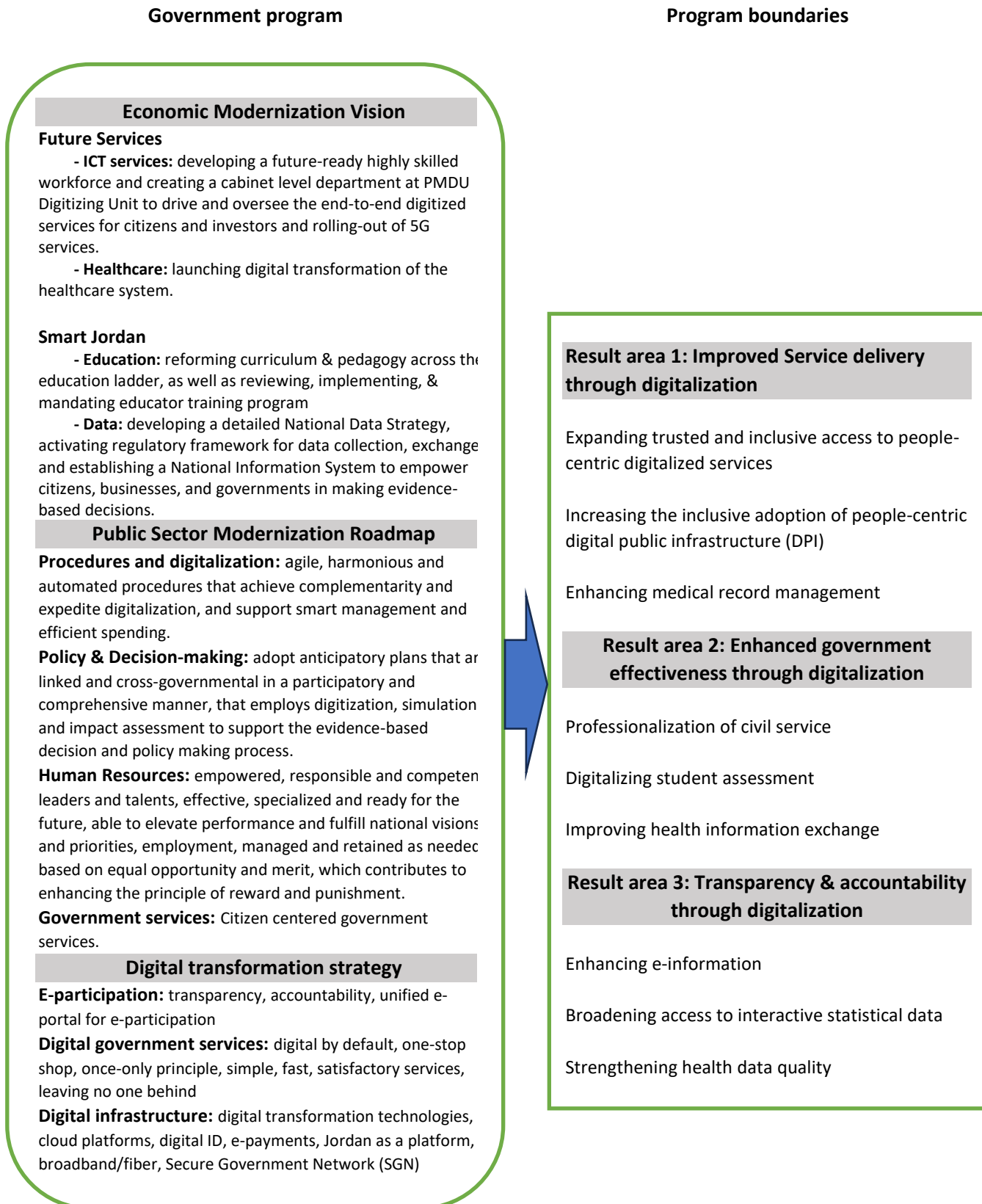
⁹ Only about 800,000 of the nearly 11 million ID holders have activated their digital IDs on Sanad as of January 2024, and only 35 percent of those are women. Similarly, of the 90,000 visitors to the two existing GSCs since their inauguration, fewer than 20 percent have been women (the exact percentage is not available because MODEE has not been collecting GSC visitor demographics thus far).

¹⁰ [MODEE. 2022. Jordan Government Websites Standards.](#)

https://www.modee.gov.jo/ebv4.0/root_storage/en/eb_list_page/government_websites_guidelines_2022_v2.0_-en.pdf.

capital investment. The expenditure framework only includes limited capital expenditure earmarked for IT equipment, essentially small servers and networks at health facilities and exam centers and some upgrades to data management systems.

Figure 2: Program Boundaries



Source: EMV 2033, PSM Roadmap & Digital Transformation Strategy; World Bank staff.

23. The Program is financed through an International Bank for Reconstruction and Development (IBRD) loan and a grant from the Global Concessional Financing Facility (GCF) and expected to be co-financed by the Italian Agency for International Cooperation (AICS) (Table 1). Jordan is eligible for the GCF and the GOJ sent an application for financing to its Steering Committee following appraisal and a grant of US\$ 29 million has been confirmed. A bilateral donor, the AICS, has confirmed its willingness to co-finance the Program with a concessional loan of €50 million (US\$54.34 million), focusing its co-financing on health-related disbursement-linked indicators (DLIs). The AICS loan will be processed in parallel and is expected to become effective after AICS board approval scheduled in April 2024.

Table 1: Program Financing Sources

Source	Amount (US\$, millions)	Percentage of Total
International Bank for Reconstruction and Development (IBRD)	321.00	79.39%
Global Concessional Financing Facility	29.00	7.17%
Italian Agency for Development Cooperation (AICS)	54.34	13.44%
Total External Program Financing	404.34	100%

C. Theory of Change

24. The Theory of Change (Table 2) is structured around the Program’s three RAs:

- RA1 on improved service delivery through digitalization
- RA2 on enhanced government effectiveness through digitalization
- RA3 on transparency and accountability through digitalization.

25. The Program builds synergies across its results framework. The strengthening of trusted and people-centric DPI under RA1 will bolster the digitalization of the education and health sectors and competency-based management in the civil service in RA2 and RA3. Specifically, secondary education diplomas will be digitally verifiable using DPI, which will not only increase trust in their authenticity but also allow them to be shared easily in a people-centric way (that is, with user consent and data minimization). For core health systems, such as those that manage EMRs, their integration with trusted DPI will improve the protection of sensitive health data while facilitating safe data sharing capabilities. The Program’s results framework is further underpinned by three main cross-cutting dimensions across the three RAs:

- 1) People-centricity, that is, a focus on output- and outcome-level results at the interface between government and the people (across e-services and in the education and health sectors).
- 2) Data generation and use for performance monitoring and evaluation (M&E) to inform policymaking and implementation (through the release of interactive statistical data and the use of health quality data).
- 3) Direct and indirect benefits to Syrian refugees, since the Program supports enhanced refugee access to e-services and digital ID, the digitalized secondary education examination, and e-health services. Disaggregated statistical and administrative data will help provide evidence on socioeconomic indicators and inform policy dialogue.

Table 2: Theory of Change

	Binding constraints	Inputs	Outputs	Intermediate Outcomes	PDO
Result Area 1 on improved service delivery through digitalization					
DLIs 1, 2 & 3	Lack of trust in online/digitalized services due to low adoption of DPI, such as digital ID and trusted data sharing, by public and private service providers and individual users.	TA to service providers to integrate trusted DPI into their service delivery workflows.	Advanced, trust-enhancing features integrated by public and private service providers into service delivery workflows.	Enhanced trust in and increased uptake of digitalized public and private services.	To improve people-centric service delivery, government effectiveness, and transparency and accountability through digitalization.
	Inadequate accessibility and inclusiveness of DPI for women and other vulnerable groups (including non-Jordanians, refugees, elderly, and persons with disabilities).	Operationalization of GSCs nationwide as an alternative delivery channel to fully online services; onboarding process implemented for non-Jordanians, including refugees; awareness and outreach campaigns for women and other vulnerable groups; user research on barriers to access (including for women and other vulnerable groups).	DPI platforms supporting digitalized service delivery allow the registration of non-Jordanians, including refugees; improved accessibility of DPI platforms to women and other vulnerable groups.	Improved inclusion of women and other vulnerable groups in DPI and the digital economy.	
	Lack of user centricity and user control of personal data with current DPI design.	Implementation of consent-based data sharing, data minimization, data access logging, and digitally verifiable credentials to improve users' control over how their data is used during service delivery; Implementation of accessible GRM.	DPI platforms are upgraded to include people-centric features, including improved user control of personal data.	Improved user centricity and user control of personal data.	
DU 4	Inadequate privacy and data protection in digital government.	Conduct and disclose privacy impact assessments (PIAs) and implement remedial measures.	The design of DPI platforms is revised periodically to implement findings of PIAs, including the update of DPI ecosystem rules and supervision of relying parties to ensure compliance.	Adequate privacy and data protection in digital government.	
	Limited health data for quality health service delivery.	Scaling up of the electronic medical record (EMR) system.	Improved availability and utilization of health information in health service delivery.	Enhanced coverage and quality of health services.	
Result Area 2 on enhanced government effectiveness through digitalization					
DU 5	Seniority-based recruitment and promotion process, inadequate digital skills, and low women representation in civil service.	Reform of the institutional framework for HRM in civil service; mainstreaming of competency-based human resource management; certifying training in digital skills.	Mainstreaming of competitive recruitment and transparent and equitable competency-based career paths in managerial positions underpinned by robust skilling programs.	Enhanced effectiveness and inclusivity of civil service career management processes.	
DU 6	Lack of trust in the fairness of the general secondary education exam, high fiscal cost of its administration and obstacles to students' access to it including for refugees living in refugee camps.	Establishment of digital student assessment centers and use of item bank for competency-based questions for examination; certifying training of teachers in digital skills.	Mainstreaming of digitalized students' assessment in secondary education.	Enhanced integrity, objectivity, trust in fairness, and cost effectiveness of digitalized general secondary education exam.	
DU 7	Lack of a national health information exchange (HIE) framework.	Establishment and operationalization of a national HIE.	Interoperability of health information systems/foundational registries within the HIE framework incorporating relevant information from stakeholder datasets.	Enhanced decision-making and monitoring as a result of health information sharing by platforms and stakeholders.	
Result Area 3 on transparency and accountability through digitalization					
DU 8	Low performance on the Right to Information Index. Weak communication on government program implementation.	Strengthening of legal provisions on access to information Strengthening of the e-information from government on implementation of its agenda.	Improved enforcement of access to information and government reporting publicly online on public sector modernization and digital transformation.	Enhanced e-participation (based on e-information).	
DU 9	Important gaps regarding open data coverage and openness.	Operationalization of microdata sharing portal with secured and anonymized protocols for access.	Publication of an Interactive Statistics Yearbook.	Improved openness of statistical and administrative data.	
DU 10	Weak health data management.	Health data quality assessment established and conducted.	Enhanced health data quality and use of health information systems by service providers and policy makers.	Institutionalization of effective health data use for public health purposes.	

Note: DPI= digital public infrastructure; GRM=grievance redress mechanism; GSC=Government Service Center; TA=technical assistance.

D. Program Development Objective and PDO-Level Results Indicators

26. The Program Development Objective is to improve people-centric service delivery, government effectiveness, and transparency and accountability through digitalization.

27. PDO-level indicators focus on the outcome of DLIs across RAs, including for refugees. Under RA1, the PDO-level indicators focus on the uptake of digital services, including health services. Under RA2, the PDO-level indicators focus on

the outcome of the digitalization of student assessment and of the professionalization of the civil service in terms of gender equity; and under RA3, the PDO-level indicator focuses on e-participation as an outcome of e-information.

Result Area 1 on improved service delivery through digitalization: the PDO-level indicators are:

1) The number of individuals accessing digitalized public- and private-sector services using trusted, people-centric DPI, which is enabled by increasing the inclusive adoption of people-centric digital identity and improving trusted, people-centric data sharing. To promote social inclusion, the indicator consists of sub-indicators for type of user (women, elders, refugees), as well as type of access (remote and GSC). The objective is to increase access to trusted and people-centric digitalized services, whose uptake has been limited despite the activation of over 800,000 digital IDs on Sanad (as of January 2024).

2) The number of beneficiaries who actively use patient-centric digital services offered through a national EMR platform as an outcome of digital transformation in health service delivery. The indicator is disaggregated for Syrian refugee users. Available patient-centric digital services include booking medical appointments and viewing select medical information, including active and pending medications, recent immunization records, pending and completed laboratory test results, allergies, vital signs, medicine refills, and delivery of health services for non-communicable diseases.

Result Area 2 on enhanced government effectiveness through digitalization: the PDO-level indicators are:

3) Increased student trust in the fairness of the general secondary education examination (Tawjihi) as an outcome of the digitalization of student assessment. A recent survey¹¹ reflects a widespread lack of trust in the fairness of the exam by most students (47 percent). It is expected that the digitalization of the exam will enhance the perception by students of its objectivity and fairness.

4) Increased representation of women in leadership positions in the civil service as a result of performance-based promotions and competitive recruitment. In 2020, women were officially appointed to only 16 percent of leadership positions in the civil service. The Program aims to improve the gender balance in leadership positions with more performance-based promotions and competitive recruitments as a result of digital skills enhancement and by leveraging the use of the Human Resource Management Information System (HRMIS) and other HRM digital platforms.

Result Area 3 on transparency and accountability through digitalization: the PDO-level indicator is:

5) Improved e-participation as an outcome of enhancing e-information and of interactive statistical information. Jordan's rating under the e-participation indicator of the UN E-Government Development Index in 2022 is above the world average. However, it is far below regional best performers. It is expected that improved access to e-information and online official communications concerning the implementation of the government program will significantly enhance Jordan's rating.

E. Disbursement-Linked Indicators and Verification Protocols

28. A total of 10 DLIs (Table 3) have been selected using the following selection criteria: (1) they reflect objective and tangible results, as officially targeted in government policy documents (including budget documents); (2) they are underpinned by a substantial program of expenditure in the government budget; (3) they mobilize government digital systems that are already operational; and (4) they often target specific social groups (including women, elders, and refugees) for the sake of social inclusion. Among a range of options meeting those criteria, they have been selected based on their readiness for achievement, and their measurability and verifiability, as well as the likelihood that they can be achieved during the Program's timeline considering the institutional capacity of implementing agencies. The

¹¹ Centre for Strategic Studies-University of Jordan. 2022. [Public Opinion Poll: Tawjihi, Universities and the Unified Admission System](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fjcss.org%2Fwp-content%2Fuploads%2F2022%2F10%2FThe-pulse-of-the-Jordanian-street31English.docx&wdOrigin=BROWSELINK). <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fjcss.org%2Fwp-content%2Fuploads%2F2022%2F10%2FThe-pulse-of-the-Jordanian-street31English.docx&wdOrigin=BROWSELINK>.

pricing of the DLIs is commensurate to both (1) the underlying budget cost of their achievement, and (2) the criticality of their achievement for the achievement of the PDO.

Table 3: DLI Matrix and Rationale

DLI No.	IBRD financing (US\$ millions)	Co-financing by AICF (US\$ millions)	Total financing (US\$ millions)	Rationale for Selection and Pricing
Result Area 1 on Improved Service Delivery Through Digitalization				
DLI1 on expanding trusted and inclusive access to people-centric digitalized services	40.00	-	40.00	a. Limited adoption of digitalized services. b. Inadequate accessibility and inclusiveness of digitalized services for women and other vulnerable groups (including non-Jordanians - amongst whom refugees, elders, and persons with disabilities).
DLI2 on increasing the inclusive adoption of people-centric digital identity	20.00	-	20.00	a. Lack of trust in digitalized services due to low adoption of DPI by public and private service providers and individual users. b. Inadequate accessibility and inclusiveness of DPI for women and other vulnerable groups (including non-Jordanians – amongst whom refugees, elders, and persons with disabilities).
DLI3 on improving trusted, people-centric data sharing	20.00	-	20.00	a. Inadequate data protection due to lack of user centricity, user control of personal data, and transparency.
DLI4 on digital transformation of health service delivery	63.00	18.34	81.34	Partial coverage of the national EMR system developed and deployed to only some of the MOH facilities over the last 10 years. For the remaining MOH facilities, the MOH intends to complete the installation and operationalization within the next five years. This is in accordance with its strategic plans, which will ensure full coverage and operationalization, thus promoting patient access to e-health services, including for refugees.
Result Area 2 on Enhanced Government Effectiveness through Digitalization				
DLI5 on professionalization of the civil service	60.00	-	60.00	a. Prevailing seniority-based HRM in the civil service. b. Need to enhance digital skills across the civil service. c. Underrepresentation of women in leadership positions.
DLI6 on establishing digital health standards across a national Health Information Exchange (HIE)	29.00	18.00	47.00	a. Absence of a national HIE framework and multiplicity of health information systems. b. Need to establish standards (including foundational registries and coding) to enhance the interoperability of health information systems.
DLI7 on digital student assessment	50.00	-	50.00	a. Low trust in the fairness of student assessment for the general secondary education examination. b. High fiscal cost of the exam. c. Limited access to the exam for refugees living in camps.
Result Area 3 on Transparency and Accountability through Digitalization				
DLI8 on enhancing e-information	30.00	-	30.00	a. Weak enforcement of the 2007 Access to Information Law on proactive disclosure of information and response to requests for information. b. Opportunity to enhance government reporting to the public online about progress achieved towards economic and public sector modernization.
DLI9 on interactive statistical information	30.00	-	30.00	Important gaps in open data coverage and openness to be mitigated by establishing a national data repository with an interactive interface and protocols to allow access to the data for policy analysis and research purposes.
DLI10 on institutionalizing effective health data use	8	18.00	26.00	a. Weak health data management. b. Need to institutionalize the data quality assurance mechanism in place, establishing data quality standards and conducting routine assessments. c. Opportunity to better utilize quality data for more effective and timely decision-making.
Front-end Fees	0.8025	TBD		d.
Total	350	54.34	404.34	

III. PROGRAM IMPLEMENTATION

A. Institutional and Implementation Arrangements

29. The Program builds on the institutional framework established for the implementation of the Public Sector Modernization and Digital Transformation Strategy under the umbrella of the EMV. This institutional framework rests on three main government entities: the PMO, MOPIC, and MODEE, which are vested with cross-cutting responsibilities. Their respective roles are officially delineated in the three strategic documents that frame the government program. (See detailed distribution of responsibilities assigned to the PMO, MOPIC and MODEE for the implementation of the government program in the technical assessment). At the cabinet level, the two main Inter-Ministerial Committees oversee the implementation of the EMV (the Economic Development Committee) and the Public Sector Modernization Roadmap (the Public Sector Modernization Committee). Both are chaired by the Deputy Prime Minister for Economic Affairs and the Minister of State for Public Sector Modernization. At the Royal Court, a Vision Unit monitors progress on the implementation and results of the EMV. Such coordination will be ensured through (1) the convening of a Program Technical Steering Committee consisting of representatives from the Program's implementing agencies, chaired by MOPIC in coordination with the PMO and MODEE; and (2) reporting by MOPIC in coordination with the PMO and MODEE on Program implementation to the Inter-Ministerial Committee on Public Sector Modernization. Coordination between the PMO, MOPIC, and MODEE will also be facilitated by MOPIC's leveraging of resources available under the Reform Support Fund to support public sector efficiency under the Reform Matrix, as well as the mobilization by the PMO of its budget line for public sector modernization and digitalization (with JD 45.00 million (US\$ 63.50 million) budgeted in 2023 and the next two years). It will support the achievement of targeted results under the Program.

30. The program management unit (PMU) will be anchored at MOPIC. Assigned responsibilities to the PMU include: (1) coordination of the Program's implementing agencies, including under the relevant Inter-Ministerial Committees and Program Technical Steering Committee; (2) implementation progress monitoring and reporting to the political leadership at the cabinet level and to the World Bank; (3) TA and capacity building to Program implementing agencies, including by leveraging donor support; (4) compliance with social and environmental safeguards, including with regard to stakeholder engagement, disclosure of information, and grievance redress; and (5) compliance with fiduciary requirements, including financial management (FM), integrity, and procurement. MOPIC already has experience coordinating the implementation of two large World Bank PforR operations (namely, the Economic Opportunities for Jordanians and Refugees PforR, and the Jordan Transparent, Inclusive and Climate Responsive Investment PforR). It also manages the Jordan Growth MDTF, including the Reform Support Fund under the Strengthening Reform Management under the Recipient-Executed Trust Fund (RETF). It can provide both Bank- and recipient-executed TA for the achievement of the Program's targeted results, just as it already does for the Jordan Transparent, Inclusive and Climate Responsive PforR. In addition, the DOS under MOPIC will be responsible for DLI9 concerning interactive statistical data.

31. The Program's institutional set up includes three sector line ministries (MODEE, the MOE, and the MOH) and the SPAC, the newly established authority on civil service and service delivery, in addition to MOPIC and the PMO.

- The MOH is responsible for the targeted digitalization of health services through the mainstreaming and operationalization of EMRs, enhanced health data management and the exchange of information (DLIs 4, 6, and 10).
- The MOE is responsible for the digitalization of the Tawjihi and the strengthening of teachers' digital skills (DLI7).
- MODEE is responsible for supporting the government's digital transformation. It is specifically responsible for the operationalization of DPI to access e-services and the adoption of digital identity (DLIs 1, 2, and 3).
- SPAC is responsible for the professionalization of the civil service (DLI 5).
- MOPIC is responsible for making statistical data interactive (DLI9).

- The PMO is responsible for reporting to the public concerning progress achieved in the implementation of the EMV, as well as overseeing the enforcement of access to information (DLI8). It is also responsible for driving the overall public sector modernization and digitalization agenda.

B. Results Monitoring and Evaluation

32. The verification of results will be vested with a single independent verification agent, the King Abdullah Centre of Excellence (KACE), which has technical expertise in institutional performance assessment. It is independent from the GOJ and has demonstrated capacity to assess institutional capacity and performance, including by granting the King Abdullah Excellence Award for government performance and transparency to reward excellence and innovation in public service. The KACE recently introduced a new assessment model for how public entities meet the requirements and expectations of citizens in obtaining better quality government services. Specifically, it captures effectiveness in planning, implementation, and transformation through eight criteria: (1) national and sectorial strategic directions; (2) leadership role; (3) institutional strategic planning; (4) government resource management; (5) government workflow management; (6) knowledge management; (7) institutional learning; and (8) change and innovation management. It mobilizes a long roster of certified assessors and convenes former government officials whose authority is recognized. The KACE's institutional assessments of implementing agencies will also help to identify capacity needs to be addressed, including through TA to be provided by donors, such as the German Agency for International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit) (GIZ) under its service contract with the KACE (see donor-funded activities in Annex 6 on the Implementation Support Plan).

33. The achievement of targeted results will also be discussed with stakeholders through the ESCJ. The ESCJ is an advisory body that consists of representatives from government, the business community, and civil society. It is mandated to provide the GOJ with policy advice and to conduct policy impact evaluations. In this context, the GOJ requested that it conduct a consultation with stakeholders of the Public Sector Modernization Roadmap, and it has publicly disclosed their feedback.¹² It publishes a *State of the Country Report* annually, as well as assessment reports, including in partnership with international organizations (such as its *Report on Gender Equality*). These reflect both its technical expertise and capacity for independent evaluation. Finally, it will conduct impact assessments of Program implementation with financial support from GIZ.

34. The achievements of the Program will also be publicly reported by the PMDU in its periodic reports on the implementation of the EMV, which the Public Sector Modernization Roadmap supports. This will significantly enhance transparency and social accountability under the Program by leveraging a critical M&E mechanism. This mechanism is established for the implementation of the EMV because the PMDU is vested with the responsibility “for the delivery of the Vision initiatives, associated KPIs and ensur[ing] continuous coordination between ministries and public institutions.” It calls for the establishment of delivery units across ministries and agencies to provide the PMDU with feedback on the implementation of the vision. The PMDU has started reporting to the public and envisages that it will focus its reporting on government priorities and key performance indicators (KPI) already included in its dashboard but not yet tracked. Some of those priorities and KPIs are directly relevant to the Program. This would provide the Program with more visibility, thus further anchoring it into the government’s reform agenda.

C. Disbursement Arrangements

35. The Program will disburse an advance of 25 percent of its total amount when the project is declared effective. The advance will help finance expenses (both in terms of capital spending and recurrent expenditures), predicated on the achievement of initial results: for example, the upgrading, deployment, and operationalization of IT systems (such as myHakeem for the management of medical records or the digitalization of government archives); the completion of the population census to generate microdata sets; or the operationalization of GSCs across governorates and examination centers (to run digital student assessments), and so on.

¹² ESCJ. 2023. *Outcomes of the National Dialogue on Public Sector Modernization Map*. <https://www.esc.io/Documents/2cf138c1-4d81-491d-8c41-bf675fd8896e.pdf>.

36. It will also disburse upon project effectiveness against the achieved targeted prior results (such as the official approval of critical pieces of legislation, and so on). Those results have been identified and selected as strictly necessary to the achievement of disbursement-linked results (DLRs) downstream.

37. Most DLIs are scalable to allow for incremental progress, as should be expected regarding targeted results. Apart from prior results, no targeted results are timebound, thus allowing for greater flexibility. Their scalability also allows for the frontloading of the achievement of targeted results.

38. The proceeds of the loan are not earmarked to any implementing agency because the identified expenditure framework should ensure their adequate financing for the purpose of the Program. However, three financial mechanisms are proposed to secure their adequate funding for Program implementation, with two of them already being leveraged by the GOJ:

- Prioritization by the Ministry of Finance (MOF) of the release of budget lines deemed necessary to the achievement of targeted results and included in the program of expenditure.
- Capacity building provided by MOPIC through the mobilization of resources from the Jordan Growth MDTF. This is a continuation of activities already ongoing.
- Transfers of funds by the PMO from its budget line earmarked for public sector modernization and digitalization to implementing agencies in continuation of current practice.

Also, the institutional assessment of implementing agencies conducted by the KACE each year could help identify capacity needs, which may in turn call for additional fiscal resource allocations. This will inform further policy dialogue between the World Bank and the GOJ regarding both human resource and budget allocations to implementing agencies during Program implementation during the course of supervision missions.

D. Capacity Building

39. The Program will leverage capacity building for Program coordination and implementation. The PMU and the implementing agencies will need to strengthen their capacity. At MOPIC, the PMU will need to strengthen its capacity for the management of an additional PforR operation (that is, ensuring adequate staffing for environmental and social (E&S) safeguards; M&E; stakeholder engagement and communications; and FM and procurement), as well as technical expertise to manage public sector reforms. It is well funded for that purpose under the Jordan Growth MDTF. As it is, the Reform Secretariat, funded by the Strengthening Reform Management RETF (P178480), partially but not fully meets those capacity requirements. Thus, the following decisions are called for:

- The appointment of a Program Manager to work at least half-time on the Program for its duration (four years).
- The assignment of an experienced E&S safeguards specialist (who will also be in charge of stakeholder engagement) and M&E specialist (who will also be in charge of communications) for the duration of the Program, to work at least half-time on the Program.
- The recruitment of two to four seasoned public sector reform and digital transformation technical experts as part-time consultants for the duration of the Program.

It is also expected that the Reform Secretariat will mobilize the Reform Support Fund it is managing to provide TA to implementing agencies as it already does, including the PMO. This will help to ensure adequate oversight of the implementation of the Public Sector Modernization Roadmap and the strengthening of e-information. MODEE already benefits from substantial TA for e-government from the YTJ, which will be under implementation for another four years.

40. The Program calls for each implementing agency to assign Program implementation to a senior executive, who will serve as a focal point, including for training in all matters pertaining to Program coordination and management. Focal

points are senior officials to be officially appointed and empowered by the chief executive of their respective implementing agencies to push for and facilitate the achievement of results vested with their agency under the implementation arrangements and to coordinate with the PMU on overall Program implementation. They will report on progress and the achievement of results, as well as any bottlenecks and challenges. In addition, they will coordinate with other implementing agencies and the PMU, including acting as the representative of their implementing agency on the Program Technical Steering Committee. They will need to be trained by the PMU within six months after project effectiveness for their respective responsibilities regarding E&S safeguards, M&E, and stakeholder consultations, as specified in the Program Operations Manual (POM).

41. For capacity building, the Program will leverage ongoing TA provided in parallel by the World Bank and other donors. The Jordan Growth MDTF will provide the necessary resources to support Program implementation because public sector reforms fall under the Reform Matrix, whose coordination it assists both through recipient- and Bank-executed activities. The ID4D MDTF will also provide support through Bank-executed TA. The RETF will finance the operating costs of the PMU and TA provided by it to implementing agencies through the Reform Support Fund for the duration of the Program. In consultation with the GOJ, the World Bank team has also identified the need for Bank-executed TA, and the GOJ will apply to the MDTF Steering Committee for resources to finance needed activities. Substantial TA is already provided by other donors to implementing agencies across the Program's RAs. MOPIC will coordinate donor assistance to leverage such TA for the achievement of targeted results. This coordination will be formalized and reflected in the POM to ensure that TA effectively contributes to strengthening the capacity of implementing agencies. It will also take into consideration the specific capacity needs of the PMO and of the SPAC. (See the detailed mapping of relevant donor-funded TA for Program implementation in Annex 6: Implementation Support Plan).

IV. ASSESSMENT SUMMARY

A. Technical

42. The design of the Program is informed by extensive background analysis, policy dialogue, and operational experience with governance reforms, including digital reforms, in Jordan. The World Bank has commissioned a range of assessment reports of the transparency and accountability systems (such as the 2007 Access to Information Law and the government's grievance redress platform called At Your Service), service delivery (e-service public value assessments, effectiveness of the judiciary system), and government digitalization (a GovTech diagnostic and a diagnostic on DPI are being finalized). In 2022, the World Bank also applied the Country Level Institutional Assessment to Jordan, which benchmarked it based on a range of governance indicators. The Bank also engaged in policy dialogue with the governmental committee that drafted the Public Sector Modernization Roadmap and provided it with several on-demand policy briefs (for example, on performance management, the governance of public-private partnerships, the governance of accountability institutions and mechanisms, the planning function, the role and functions of the center of government, policymaking, and change management) to inform the drafting of the roadmap. Finally, the World Bank is engaged in policy dialogue and providing TA on service delivery (including for the drafting of policy documents such as a Service Delivery Manual by the PMO) and supports the strengthening of statistical information under the Jordan Growth MDTF.

43. Background analysis and international benchmarks inform the scope and design of the Program across its RAs, including its focus on health and education.

- World Bank diagnostics and international benchmarks warrant the leveraging of government digitalization under the Program, including for service delivery. Although Jordan ranks among the best performers across the world (in group A under both the 2022 World Bank GovTech Maturity Index and the UN E-Government Development Index) in terms of its scoring and ranking on government digitalization, there is room for improvement on modernization and interoperability of core systems, monitoring of the use and performance of digital platforms, and digital citizen engagement. Under the UN's E-Government Development Index, Jordan's score on e-services shows a significant improvement, rising from a score of 0.36 in 2020 to 0.66 in 2022, while still lagging the best regional performer.

- World Bank diagnostics and international benchmarks also warrant the Program’s sectoral focus on education and health. According to the Global Digital Health Monitor 2023¹³, the digital landscape in the health sector is considered more mature in Jordan compared to neighboring countries in the MENA region, especially in developing digital services and applications (see the technical assessment for further detail). However, due to limited governance and multiple services and systems designed and operated in silos, health information systems have been fragmented with inconsistent data standards and quality. The education sector has also been advancing on the digital front. Jordan was one of the first countries in the region to respond to the COVID-19 pandemic and school closures by developing an online learning platform called Darsak covering the curriculum’s core subjects of Arabic, English, math, and science for grades 1 through 12. In addition, a newly launched platform for teacher training offers courses on distance learning tools, blended learning, and educational technology. The MOE has developed an integrated, comprehensive, flexible, and trusted educational management information system (EMIS) using OpenEMIS, which provides a system that is accessible countrywide, covering over 2 million students, 7,300 schools, and 170,000 educational staff.
- World Bank diagnostics and international benchmarks also warrant the Program’s focus on transparency and accountability. Under international governance indicators, Jordan is on par with other upper middle-income countries, but it lags on voice and accountability. Regarding transparency, although Jordan was the first country in the region to legislate access to information, it is poorly rated under the Right to Information Index and ranks among the 15 percent least well-performing countries. According to an assessment of the whole of government citizen feedback platform, only 33 percent of citizens filing a grievance using the At Your Service online government grievance redress platform surveyed in 2022 had received any response. Opinion surveys reflect a pervasive perception of corruption in government and the private sector. According to a 2022 opinion survey by the Centre of Strategic Studies of the University of Jordan,¹⁴ 94 percent of Jordanians believe that the economy and administrative bodies are “plagued by corruption,” and 82 percent believe that the government is not serious or willing to fight corruption.”

44. The Program’s implementation arrangements are informed by the distribution of responsibility across selected implementing agencies for the implementation of the government program and an assessment of their institutional capacity and build on ongoing TA provided by the World Bank and other donors. The PMU under MOPIC benefits from substantial capacity building support from the Jordan Growth MDTF (through the IPF Strengthening Reform Management in Jordan RETF (P178480)). Implementing agencies, including MODEE, the PMO, and MOPIC (DOS) also receive extensive TA by both the World Bank and other donors (through the WB YJT investment loan, and the Jordan Growth MDTF), and additional donor-funded TA will be mobilized in support of Program implementation (see Annex 6 on the Implementation Support Plan for details).

45. The economic justification of the Program rests on its expected impact on the implementation of the EMV. It should strengthen the effectiveness of the government delivery mechanisms for economic modernization by professionalizing the civil service; improving the output and outcome of public expenditures; and enhancing access and quality of service in strategic areas targeted by the EMV under its pillar on welfare. By strengthening the governance framework and oversight of the EMV, it improves the probability of it being successfully implemented and achieving its objectives in terms of accelerating economic growth and improving living conditions through the enhancement of service delivery. The Program also fosters the digital economy by supporting the provision of digital services to the government in the implementation of the digital transformation strategy and digital upskilling. By supporting people-centered improvements to service delivery, government efficiency and effectiveness, and transparency and accountability, it is further expected to strengthen institutional quality, which in turn, positively correlates with economic growth. Improved trust in government and better public service delivery have also been linked to increased tax compliance, which, together with productivity improvements and cost savings from public sector modernization (for example, from the digitalization of public services and efficiency gains from a more competent and effective public work force) have the potential to generate

¹³ See [State of Digital Health around the world today – Jordan profile](#).

¹⁴ [Centre](#) of Strategic Studies-University of Jordan, 2023, Two & half years after its formation: Jordanians’ opinion of the government of Dr. Bishr Al-Khasawneh.

additional fiscal space: the introduction of e-auditing and e-invoicing has already contributed to a significant increase of tax revenue in 2023¹⁵ and the digitalization of the Tawjihi will significantly reduce the high fiscal cost of its organization (see further details in the technical assessment summary in Annex 2).

46. The Program is also aligned with the goals of the Paris Alignment on mitigation and adaptation. The Program does not finance major infrastructure or IT infrastructure. It will support the financing of servers at the facility level in education and health, and entail the procurement of IT equipment, which will have to comply with energy-saving and carbon-emissions requirements for IT hardware under Jordan’s Regulation on the Procedures and Means of Energy Rationalization and Improvement of Energy Efficiency issued in accordance with Article 18 of the Renewable Energy and Energy Conservation Law No. 13 of 2012. Access to e-services and e-procedures supported by the Program should contribute to reduced emissions from transportation, and the enhanced efficiency of government processes should reduce paperwork. Regarding resilience to climate risks, the GOJ’s 2020 Cloud Policy mandates that MODEE “develop the Government Private Cloud to ensure the delivery of effective and safe cloud services, in addition to developing the efficiency and security of the Secure Government Network [and] managing and providing the current cloud services in addition to developing new cloud services for government entities such as the Security as a Service (SecaaS) and Disaster Recovery as a Service (DRaaS) and data storage service (Government Drive).” The government cloud is protected against climate-inflicted disasters, and climate-related risks are considered unlikely to have a material impact on the achievement of the Program Development Objective (PDO). The only IT system that will be supported by the Program, which is not anchored to the government cloud, Hakeem in the health sector, is also protected against disaster risks, including those triggered by climate change, through a separate disaster recovery data center. (See detailed climate co-benefits in the technical assessment summary in Annex 2).

B. Fiduciary Aspects

47. The World Bank conducted a fiduciary systems assessment (FSA) to confirm that the Program’s fiduciary systems provide reasonable assurance that the financing proceeds will be used for the intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency, and accountability. The FSA was completed by assessing the implementing agencies’ FM institutional capacity and reviewing the current knowledge about Jordan’s public procurement and public financial management (PFM) systems. An assessment was also done of existing analytical and diagnostic analyses, published information, and reports. (See the summary of the FSA in Annex 3).

48. Jordan’s PFM systems continue to evolve and modernize. The Public Expenditure and Financial Accountability (PEFA) Assessment of 2022 confirms that Jordan has made strides in developing its PFM systems, including the high coverage of the Government Financial Management Information System (GFMIS). Jordan’s central government budget classification system meets Government Financial Statistics standards, and fiscal reports are largely comprehensive. The budget preparation process works well, with a clear budget calendar that is complied with. Ceilings previously approved by the GOJ are issued to spending ministries, and in-year resource allocations are relatively predictable. There are strong payroll controls, and all government transactions take place through the Treasury Single Account. Bank reconciliation takes place daily, and most suspense accounts are reconciled and cleared without delay. The internal control framework in Jordan has continued to evolve and modernize. However, there is no evidence yet of benefits from the improvement in public investment planning. Also, comprehensive procurement statistics are lacking. Furthermore, the role of the National Assembly in holding the government to account seems to have been weakened. Many of the initiatives to improve PFM remain a work in progress, and continuing efforts will be needed to secure the benefits in terms of economy and efficiency, as well as better services for citizens.

49. Major public procurement reforms are ongoing. The new Procurement Bylaw No. 8 of 2022 has made significant improvements to the legal and institutional framework, as well as the procedural aspects of public procurement. This bylaw applies to all government entities and units. Two independent committees were established under it: (1) a

¹⁵ [IMF, 2024, Request for an Extended Arrangement Under the Extended Fund Facility and Cancellation of the Current Arrangement under the Extended Fund Facility.](#)

Procurement Policy Committee, which is responsible for policymaking, oversight, and the development of the procurement system; and (2) a Procurement Complaint Committee (PCC), which handles administrative reviews of unresolved complaints from bidders who allege unfair treatment in the procurement process. The Procurement Bylaw aligns with international good practices and adheres to principles such as transparency, fairness, economy, integrity, and value-for-money. However, effective implementation is still a work in progress. Various implementation tools are currently being developed, including standard procurement documents, evaluation templates for different types of procurement, and a procurement planning template.

50. The Program implementation requires a substantial level of follow-up and coordination. The role of MOPIC as a coordinating entity is crucial to monitor the achievement of DLIs, the timely submission of reporting on commitments and arrears twice a year, and yearly annual external audit report submission to the Bank (not later than six months after the end of each fiscal year). It will also entail coordination concerning the auditor's findings, the application of recommendations, and the resolution of findings and irregularities. The World Bank will conduct an annual review of budget performance. The Program will require that: (1) appropriate procurement staff are allocated for the procurement transactions and contract management; (2) sound procurement plans are developed yearly and updated quarterly following the Annual Work Plans; (3) qualified technical experts are assigned to support the development of technical specifications and procurement documents; (4) training pertaining to procurement processing and contract management is deployed; (5) internal audit will advise on procurement processing to increase its efficiency; (6) the procurement cycle will cover planning, procurement processing, contract management, and inventory and acceptance of deliverables; (7) there is systematic coordination between the implementing agencies and the central procurement departments (namely, the General Tendering Department (GTD) and the General Procurement Department (GPD)); (8) a central agency (for example, MOPIC) coordinates and integrates the Program by a central agency (for example, MOPIC), especially for RAs that include multiple agencies; and (9) a procurement complaint log is maintained and published through the Jordan Online E-Procurement System (JONEPS) or agency websites.

51. The implementing agencies will execute the activities in accordance with the World Bank's "Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing," dated February 1, 2012, and revised July 10, 2015. The Program will build on preventive tools recently introduced by the Jordan Integrity and Anti-Corruption Commission (JIACC) and its reporting on corruption cases to mitigate the risk of corruption. JIACC will report annually to the World Bank concerning identified corruption risks under the Program based on its investigations.

C. Environmental and Social Systems Aspects

52. An environmental and social systems assessment (ESSA) has been prepared to assess the E&S systems at the Program level. The ESSA assessed the potential E&S effects of the PforR, including direct, indirect, induced, and cumulative, as relevant. It also assessed the borrower's capacity (including legal framework, regulatory authority, organizational capacity, and performance) to manage those effects and ensure that they are in line with the core principles of the World Bank policy on PforR. An assessment was also done of identified measures to enhance both the E&S management systems and E&S outcomes during Program implementation. The E&S risks and impacts of the Program were assessed and mitigated in line with the relevant laws of Jordan. Specific actions were also suggested to address identified gaps, and they will be implemented by the relevant implementing agencies under the Program. In addition, the preparation of the ESSA was carried out in a participatory manner involving feedback and inputs from a variety of key stakeholders relevant to the sectors covered under the Program, including governmental institutions in the health, education, and public service areas, as well as CSOs and international donor agencies supporting the digital transformation agenda of the country.

53. In addition to the E&S risks, which are rated as Moderate, the Program will have E&S benefits. It is expected to have several positive E&S effects in areas such as improved service delivery; enhanced government accountability; increased transparency and equal opportunities; and a reduction in climate-related emissions. The Program may also result in direct adverse E&S impacts and risks. These could be related to: (1) e-waste generation; (2) a lack of a social assessment and stakeholder engagement vis-a-vis the targeted reforms; (3) weak awareness of and access to government digitalization

programs, and a lack of digital inclusion and accessibility, especially for vulnerable groups; (4) the lack of a grievance redress mechanism (GRM) system for the public sector, especially in view of the restructuring of the Civil Service Bureau under the SPAC and the new recruitment strategy; and (5) weak protection of personal data. MOPIC, as the main implementing agency, will dedicate the necessary E&S resources to oversee and manage the E&S risks and impacts of the Program.

54. The ESSA concluded that the GOJ has relevant and robust national E&S systems covering all areas of the Program.

Where gaps in these systems in relation to the core principles of the World Bank's PforR policy were identified, recommendations to bridge those gaps were also identified. Those recommendations are addressed in the DLI verification protocols, the PAP actions, and the POM requirements.

55. Consistent with the World Bank PforR policy, the Program will exclude any activities that are likely to have significant, sensitive, diverse, or unprecedented impacts to the environment and/or affected people.

This includes significant land acquisition; economic or physical displacement; changes in land use; and significant impacts to critical cultural heritage sites or natural habitats. Screening criteria were developed as part of the ESSA, and they will be incorporated into the POM.

56. The Program will utilize the government's revamped centralized At Your Service GRM and any other existing mechanisms employed by implementing agencies.

The Program will also support improvements to these systems, consistent with good practice, thereby enabling all Program-level grievances to be reported.

Citizen Engagement

57. The operation will support people-centric digitalization and governance reforms, as well as leverage digital citizen engagement mechanisms across its results framework.

It will help develop and operationalize existing and planned digital platforms to be used for citizen engagement, such as the online At Your Service GRM, which is already used as the GRM for the Transparent, Inclusive and Climate Responsive Investment PforR; the National Registry of Government Services to measure improvements to service standards, including those based on user feedback (and also supported by the same operation); digital archiving of government documents to facilitate compliance with legal requirements under the Access to Information Law; and the DOS interactive statistical data portal. The Program will also leverage reporting to the public by the GOJ on the implementation of the EMV, and capture stakeholders' feedback through impact assessments by the ESCJ of achieved results during Program implementation.¹⁶

Gender

58. Within the scope of the Program, two main challenges for gender equity have been identified:

- 1) **Low representation of women in leadership positions in the civil service, estimated at 16 percent in the Government's HRM Strategy for 2023-2027.** According to the Civil Service Commission 2020 annual report, only six women held the position of secretary general in 2020 out of a total of 70 positions. This underrepresentation results from a range of factors, including: an earlier mandatory retirement age for women; gender disparities in access to training opportunities; a lack of career development opportunities and biased staff performance appraisals; and insufficient protection against moral harassment of those in or aspiring to leadership positions. The Jordan National Commission for Women is promoting gender diversity practices in the public sector with support from USAID. This includes the adoption of such practices by public entities, which should help improve gender balance in positions of leadership (legally defined as positions of directors and above: director general, assistant secretary general, and

¹⁶ For more details, see the ESCJ discussion in the technical assessment summary in Annex 2.

secretary general), which should have a significant impact on the quality of jobs for women, since most employed women work for the government.

- 2) **Potential gender inequalities in the access to and use of DPI.** Although a slightly higher percentage of women (97.9 percent) own a physical ID than men (95.8 percent),¹⁷ as of January 2024, only 35 percent of the over 800,000 people who have activated their digital ID on Sanad are women. Given the overall low activation rate of digital ID as well as the existing gender gap in access to mobile phones and internet (21 and 10 percentage points, respectively),¹⁸ the operation will focus on gender-equitable expansion of digital ID, ensuring that gender gaps are mitigated as the system grows. Similarly, of the approximately 90,000 total visitors at the two existing GSCs since their inauguration, fewer than 20 percent have been women.¹⁹ With the GOJ's planned expansion to 15 GSCs nationwide, the operation will focus on avoiding the creation of a gender gap in the utilization of GSCs and access to the services they offer.

59. Accordingly, the Program will promote gender equity as follows:

- 1) **It will support the increased representation of women in leadership positions in the civil service.** As such, it mandates the conduct of gender audits in the MOE and the MOH (under the PAP). It will promote gender diversity practices in HRM, and it will disburse against gender-responsive career development. It will also support the enhancement of the digital skills of women applicants to jobs in the civil service (women represented close to 75 percent of over 430,000 applicants in 2020 and far more since then). This will help to improve their chances of being competitively recruited in the civil service or to find a job in the private sector.
- 2) **It will contribute to bridging the gender digital gap by promoting gender-balanced and inclusive access to and use of DPI and trusted, user-centric digitalized services,** including through the equitable expansion of Sanad coverage, free access to the internet in GSCs, and facilitation of access to e-services for women, persons with disabilities, and refugees through appropriate staffing at GSCs.

60. Grievance Redress. Communities and individuals who believe that they are adversely affected as a result of a Bank-supported PforR operation, as defined by the applicable policy and procedures, may submit complaints to the existing program grievance mechanism or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address pertinent concerns. Project-affected communities and individuals may submit their complaint to the Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted at any time after concerns have been brought directly to the Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the Bank's Grievance Redress Service (GRS), visit <https://www.worldbank.org/GRS>. For information on how to submit complaints to the Bank's Accountability Mechanism, visit <https://accountability.worldbank.org>.

V. RISK

61. The overall risk is moderate.

62. Political and governance: Moderate. Public sector reforms are expected to face resistance and inertia, which can only be overcome with strong political leadership. The strong support of the King and oversight by the Royal Court is expected to mitigate the risk of inaction or inconsistency across the government. The GOJ is aware of the social risks of the targeted

¹⁷ World Bank. 2021. ID4D global dataset.

¹⁸ World Bank. *Second State of the Mashreq Women Report*. <https://www.worldbank.org/en/country/jordan/publication/second-state-of-the-mashreq-women-report-who-cares-care-work-and-women-s-labor-market-outcomes-in-iraq-jordan-and-lebano#:~:text=Based%20on%20the%20analysis%20and,needs%2C%20particularly%20for%20the%20most>.

¹⁹ The exact percentage is not available because MODEE has not captured the demographics of GSC visitors thus far.

reforms under the Program (including civil service reforms), as well as the need to address concerns that could lead to policy reversal (including those of incumbent government employees and applicants to the civil service under the current noncompetitive recruitment process). Regarding transparency and accountability, public authorities are trying to find the right balance between the realization that strengthening the social contract implies responding to social demand for voice and agency, and security concerns, which are leading to recent measures stifling freedom of information (including the enactment of the 2023 Cybercrime Law). While the risk of policy reversal is significant and successive attempts at public sector reforms proved challenging to implement in the past 10 years, this risk will be mitigated by implementation oversight by the Royal Court and the PMO, and by the PMO's reporting to the public on government performance towards the achievement of the strategic objectives of the EMV and public sector modernization and digitalization efforts, as well as through stakeholder consultations, the mitigation of social risks, and support for policy dialogue under the Program.

63. Macroeconomic: Moderate. Generating the necessary fiscal space for the implementation of the public sector modernization and digitalization agenda will be challenging given strong fiscal constraints. However, the cost of the Program should be limited with regards to recurrent and capital expenditures. While the professionalization of the civil service is expected to increase the wage bill for government employees that will fall under the new competency-based regime, the number of these employees (less than 10,000 a year or less than 10 percent of the total number of civil servants) should be limited and only increase progressively. As such, incurred additional costs can be offset via the overall control of the wage bill and productivity gains. Regarding capital spending, only small investments in IT systems or infrastructure are required to achieve targeted results and, in most instances, the government can rely on existing systems with limited upgrades. Significant cost savings are expected to result from the digitalization of government services and processes under the Program and are further expected to help mitigate fiscal risks.

64. Technical design: Moderate. Program implementation entails several technical challenges across result areas, including on digitalization, civil service reforms, health and education. The GOJ has proven capacity, even though limited, to manage the technical challenges of digitalization and other targeted reforms across the Program's RAs. Capacity needs are well identified and already strengthened through TA provided by a range of donors²⁰, and only limited additional TA by the World Bank is deemed necessary (as detailed in Annex 6 on implementation support) and it is expected to be financed under the Jordan Growth MDTF (including through additional contributions from donor agencies). A few donors have agreed to mobilize ongoing TA programs (such as GIZ) or to initiate new TA activities (such as AICS) in support of Program implementation. And residual risks pertaining to technical design will be mitigated further during implementation through donor coordination, and specifically by leveraging parallel TA.

65. Institutional capacity for implementation and sustainability: Substantial. Complexity is inherent to a multiagency program even though the number of implementing agencies remains narrowly limited, since it calls for robust interagency coordination. Related risks will be mitigated through the establishment of the Program Technical Steering Committee consisting of focal points from all implementing agencies, and oversight of the implementation by the PMO. In addition, implementation issues will be escalated to political leadership through relevant Inter-Ministerial Committees. Any implementation bottlenecks and challenges will be dealt with through regular reporting by the PMU. Institutional capacity is generally limited in Jordan and the institutional set up for the implementation of the Public Sector Modernization Roadmap and Digital Transformation Strategy is being revamped e.g. with the replacement of the Civil Service Bureau by the SPAC. Also, the PMO is usually reorganized after a cabinet reshuffle. Accordingly, the Program's implementation arrangements factor in anticipated institutional changes. In most cases, it will easily adjust since the new entities are expected to succeed current ones both legally and administratively. Adequate implementation will require capacity building at MOPIC for Program coordination and management, as detailed in the section on implementation arrangements above. Capacity building will also be required at the PMO for the management, coordination, and oversight of the overall public sector modernization and digitalization agendas. Accordingly, the PAP includes adequate requirements for institutional sustainability and capacity needs.

66. Fiduciary: Moderate. Key risks identified that could potentially impact the Program include: (1) potential budget cuts due to fiscal constraints that could be exacerbated by the conflict in the Middle East; (2) high expenditure arrears,

²⁰ See Annex 6 on the Implementation Support Plan for details on donor-funded TA across the RAs.

particularly in the health sector; (3) inefficiency in processing procurement transactions; (4) implementation challenges due to the quality of technical specifications (for supplies and construction), terms of reference (for consulting services), and qualification requirements for procurement (including goods, IT, works, and consultant services) affecting the bidding process and contract implementation, thereby resulting in excessive variations in cost and timeline, as well as the quality of deliverables; (5) weak capacity for contract management and administration due to delays in deploying officials of line ministries and government agencies for training and capacity building. Training will cover the methods, techniques, and innovations introduced in the new Procurement Bylaw No. 8/2022 and the associated standard procurement documents, contract conditions, and evaluation templates; (6) lack of procurement planning and systematic tracking and monitoring of procurement and contract performance throughout the procurement cycle, from needs assessment to inventory management; and (7) coordination regarding the Program's results, which could be challenged by complex implementation through multiple agencies.

Environmental and social: Moderate. Based on the initial assessment, the Program shows several environmental benefits and risks that might be caused by the Program's activities under the different Results Areas (RAs). Improved service delivery and digitalization of services will contribute to reducing emissions from unnecessary transportation. It will also stimulate greater resource efficiency by reducing demand for paper. Within the scope of the Program, no major physical activities are anticipated. Furthermore, there are no foreseeable major IT infrastructure investments under DLI1, DLI2, DLI3, DLI6, DLI8, and DLI10. However, limited investment in IT equipment and systems are foreseeable under DLI4, DLI5, DLI7, and DLI9. Other physical activities are limited to citizen and other stakeholder engagement, as well as training of government employees to build their competencies. The training will take place at governmental offices and hired venues. Although the use of computers and smartphones is widespread across Jordan, increased demand for electronic smart devices (computers, smartphones, and so on) is expected. Accordingly, downstream generation of e-waste will increase. The generation and mismanagement of e-waste (hazardous waste) carries the risk of pollution to soil, water, and the air at e-waste final disposal areas. Consequently, this will carry risks of adverse impacts on human health and biodiversity. The initial screening of the Program shows several social benefits, as well as social risks and impacts, that might be caused by the Program under its RAs. The Program will generally improve accessibility to service delivery through digital identity and e-medical records, digital students' assessments, as well as through increased transparency and equal opportunity resulting from the prioritization of skills through the new competency-based HRM that will be implemented by the new SPAC. It will also broaden public access to information and participation. Some of the identified social risks and impacts at this stage are common to all RAs. These are mainly related to: (1) the lack of adequate social assessments, geographic considerations, and stakeholder engagement; (2) lack of transparency, and communication on the civil service reform; (3) insufficient promotion and disclosure of the reform plan, as well as awareness of and access to information regarding government digitalization programs; (4) gender-specific barriers to Program access and benefits (in public sector recruitment); and (5) data privacy and protection risks.



ANNEX 1. RESULTS FRAMEWORK MATRIX

Program Development Objective(s)

To improve people-centric service delivery, government effectiveness, and transparency and accountability through digitalization.

PDO Indicators by Outcomes

Baseline	Closing Period
Improved people-centric service delivery through digitalization	
Individuals accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	3,000,000
➤ Women accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	1,500,000
➤ Elders (65+) accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	175,000
➤ Refugees accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	100,000
➤ Individuals remotely accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	1,000,000
➤ Individuals accessing digitalized public- and private-sector services at GSCs using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	400,000
➤ Individuals accessing digitalized education services using trusted, people-centric DPI (Number) ^{DLI}	
Dec/2023	Dec/2028
0	750,000



Improved access to patient centric digital services (Number)	
Dec/2023	Dec/2028
108000	683000
➤ Improved access to patient centric digital services - Syrian refugees (Number)	
Dec/2023	Dec/2028
0	9500
Improved government effectiveness through digitalization	
Increased student trust in the fairness of the tawjihi exam. (Percentage)	
Dec/2023	Dec/2028
53	73
Increase women representation in leadership positions in civil service as a result of competency-based promotion and competitive recruitment.. (Percentage)	
Dec/2023	Dec/2028
16	50
Improved transparency and accountability through digitalization	
Improved e-participation (Number)	
Dec/2023	Dec/2028
0.545	0.8

Intermediate Indicators by Results Areas

Baseline	Period 1	Period 2	Period 3	Closing Period
Service delivery				
Individuals adopting people-centric digital identity (Number) ^{DLI}				
Dec/2023				Dec/2028
0				3,500,000
➤ Women adopting people-centric digital identity (Number) ^{DLI}				
Dec/2023				Dec/2028
0				1,750,000
➤ Elders (65+) adopting people-centric digital identity (Number) ^{DLI}				
Dec/2023				Dec/2028
0				200,000
➤ Refugees adopting people-centric digital identity (Number) ^{DLI}				
Dec/2023				Dec/2028
0				100,000
All DPI platforms supporting digitalized service delivery are fully accessible to non-citizens, including refugees (Yes/No)				



Dec/2023				Dec/2028
NO				YES
Service providers using trusted, people-centric DPI in their service design and workflow to facilitate service delivery (Number)				
Dec/2023				Dec/2028
4				36
➤ Private-sector service providers integrating trusted DPI into their service workflows (Number)				
Dec/2023				Dec/2028
0				12
Availability of trusted, people-centric data sharing (Yes/No) ^{DLI}				
Dec/2023				Dec/2028
NO				YES
➤ Adherence of DPI ecosystem participants to the applicable privacy-by-design principles (Yes/No) ^{DLI}				
NO				YES
➤ Adherence of DPI ecosystem participants to the applicable data minimization principles (Yes/No) ^{DLI}				
NO				YES
➤ Integration of accessible, available, secure, and transparent data audit logging by DPI ecosystem participants, as applicable (Yes/No) ^{DLI}				
NO				YES
➤ Integration of consent-based data sharing by DPI ecosystem participants (Yes/No) ^{DLI}				
NO				YES
➤ Integration of people-centric, standards-based, digitally verifiable credentials by DPI ecosystem participants, as applicable (Yes/No) ^{DLI}				
NO				YES
➤ Integration of adequate grievance redress by DPI ecosystem participants (Yes/No) ^{DLI}				
NO				YES
Digital transformation of health service delivery (Percentage) ^{DLI}				
Dec/2023				Dec/2028
37				100
Direct project beneficiaries – refugees (Number)				
Dec/2023	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	30,000	60,000	90,000	120,000
➤ Direct project beneficiaries - refugees (women) (Number)				
Dec/2023	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	12,000	24,000	36,000	48,000
Direct project beneficiaries - refugees' host communities (Number)				
Dec/2023	Dec/2025	Dec/2026	Dec/2027	Dec/2028
0	20,000	40,000	60,000	80,000
➤ Direct project beneficiaries - refugees' host communities (women) (Number)				
Dec/2023	Dec/2025	Dec/2026	Dec/2027	Dec/2028



0	8,000	16,000	24,000	36,000
Government effectiveness				
Increased access to reliable and efficient digital student assessment. (Percentage) ^{DLI}				
Dec/2023				Dec/2028
0				75
▶ Increase in the share of refugee students sitting for the digital Tawjihi exam (Percentage) ^{DLI}				
Dec/2023				Dec/2028
0				60
Mainstreaming of competency-based recruitment HRM practices of civil servants. (Percentage)				
Dec/2023				Dec/2028
0				72
Transparency and accountability				
Institutionalizing effective health data use (Yes/No) ^{DLI}				
Dec/2023				Dec/2028
No				Yes
Strengthened legal enforcement provisions and regulatory mechanisms of access to information. (Number)				
Dec/2023				Dec/2028
56				72
Improved scoring on open data. (Number)				
Dec/2023				Dec/2028
71				81

Disbursement Linked Indicators (DLI)

Period	Period Definition	Timeline
Period 0	Prior results, from CN decision meeting to loan signing.	2024
Period 1	FY25	2025
Period 2	FY26	2026
Period 3	FY27	2027
Period 4	FY28	2028

Baseline	Period 0	Period 1	Period 2	Period 3	Period 4
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1 : Individuals accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number)					
0	0	750,000	1,500,000	2,250,000	3,000,000
0.00	0.00	10,000,000.00	10,000,000.00	10,000,000.00	10,000,000.00
DLI allocation		40,000,000.00	As a % of Total Financing Amount		11.42%
➤ 1.1 : Women accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number)					
0	0	375,000	750,000	1,125,000	1,500,000
0.00	0.00	3,000,000.00	3,000,000.00	3,000,000.00	3,000,000.00
DLI allocation		12,000,000.00	As a % of Total Financing Amount		3.42%
➤ 1.2 : Elders (65+) accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number)					
0	0	43,750	87,500	131,250	175,000
0.00	0.00	875,000.00	875,000.00	875,000.00	875,000.00
DLI allocation		3,500,000.00	As a % of Total Financing Amount		1.0%
➤ 1.3 : Refugees accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number)					
0	0	25,000	50,000	75,000	100,000
0.00	0.00	500,000.00	500,000.00	500,000.00	500,000.00
DLI allocation		2,000,000.00	As a % of Total Financing Amount		0.57%
➤ 1.4 : Individuals remotely accessing digitalized public- and private-sector services using trusted, people-centric DPI (Number)					
0	0	250,000	500,000	750,000	1,000,000
0.00	0.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00
DLI allocation		4,000,000.00	As a % of Total Financing Amount		1.14%
➤ 1.5 : Individuals accessing digitalized public- and private-sector services at GSCs using trusted, people-centric DPI (Number)					
0	0	100,000	200,000	300,000	400,000
0.00	0.00	500,000.00	500,000.00	500,000.00	500,000.00
DLI allocation		2,000,000.00	As a % of Total Financing Amount		0.57%
➤ 1.6 : Individuals accessing digitalized education services using trusted, people-centric DPI (Number)					
0	0	187,500	375,000	562,500	750,000
0.00	0.00	375,000.00	375,000.00	375,000.00	375,000.00
DLI allocation		1,500,000.00	As a % of Total Financing Amount		0.43%
2 : Individuals adopting people-centric digital identity (Number)					
0	0	875,000	1,750,000	2,625,000	3,500,000
0.00	0.00	5,000,000.00	5,000,000.00	5,000,000.00	5,000,000.00
DLI allocation		20,000,000.00	As a % of Total Financing Amount		5.72%
➤ 2.1 : Women adopting people-centric digital identity (Number)					



0	0	437,500	875,000	1,312,500	1,750,000
0.00	0.00	1,750,000.00	1,750,000.00	1,750,000.00	1,750,000.00
DLI allocation		7,000,000.00	As a % of Total Financing Amount		2.0%
➤ 2.2 : Elders (65+) adopting people-centric digital identity (Number)					
0	0	50,000	100,000	150,000	200,000
0.00	0.00	250,000.00	250,000.00	250,000.00	250,000.00
DLI allocation		1,000,000.00	As a % of Total Financing Amount		0.29%
➤ 2.3 : Refugees adopting people-centric digital identity (Number)					
0	0	25,000	50,000	75,000	100,000
0.00	0.00	375,000.00	375,000.00	375,000.00	375,000.00
DLI allocation		1,500,000.00	As a % of Total Financing Amount		0.43%
3 : Availability of trusted, people-centric data sharing (Yes/No)					
NO	No	Yes	Yes	Yes	Yes
0.00	0.00	5,000,000.00	5,000,000.00	5,000,000.00	5,000,000.00
DLI allocation		20,000,000.00	As a % of Total Financing Amount		5.72%
➤ 3.1 : Adherence of DPI ecosystem participants to the applicable privacy-by-design principles (Yes/No)					
NO	No	Yes	Yes	Yes	Yes
0.00	0.00	875,000.00	875,000.00	875,000.00	875,000.00
DLI allocation		3,500,000.00	As a % of Total Financing Amount		1.0%
➤ 3.2 : Adherence of DPI ecosystem participants to the applicable data minimization principles (Yes/No)					
NO	No	Yes	Yes	Yes	Yes
0.00	0.00	812,500.00	812,500.00	812,500.00	812,500.00
DLI allocation		3,250,000.00	As a % of Total Financing Amount		0.93%
➤ 3.3 : Integration of accessible, available, secure, and transparent data audit logging by DPI ecosystem participants, as applicable (Yes/No)					
NO	No	Yes	Yes	Yes	Yes
0.00	0.00	812,500.00	812,500.00	812,500.00	812,500.00
DLI allocation		3,250,000.00	As a % of Total Financing Amount		0.93%
➤ 3.4 : Integration of consent-based data sharing by DPI ecosystem participants (Yes/No)					
NO	No	Yes	Yes	Yes	Yes
0.00	0.00	875,000.00	875,000.00	875,000.00	875,000.00
DLI allocation		3,500,000.00	As a % of Total Financing Amount		1.0%
➤ 3.5 : Integration of people-centric, standards-based, digitally verifiable credentials by DPI ecosystem participants, as applicable (Yes/No)					
NO	No	Yes	Yes	Yes	Yes



0.00	0.00	812,500.00	812,500.00	812,500.00	812,500.00
DLI allocation		3,250,000.00	As a % of Total Financing Amount		0.93%
➤ 3.6 : Integration of adequate grievance redress by DPI ecosystem participants (Yes/No)					
NO	No	Yes	Yes	Yes	Yes
0.00	0.00	812,500.00	812,500.00	812,500.00	812,500.00
DLI allocation		3,250,000.00	As a % of Total Financing Amount		0.93%
4 : Digital transformation of health service delivery (Percentage)					
37		50	63	75	100
0.00	0.00	13,000,000.00	13,000,000.00	12,000,000.00	25,000,000.00
DLI allocation		63,000,000.00	As a % of Total Financing Amount		18.0%
5.0 : Professionalization of the civil service (Yes/No)					
No	Adoption and issuance by Cabinet of the Public Services Administration and Governance by-law	Adoption by SPAC of regulations of 1) competency profiles and job descriptions and 2) staff performance evaluations.	Targets for 5.2 to 4 achieved	Targets for 5.2 to 4 achieved	Targets for 5.2 to 4 achieved
0.00	1,000,000.00	1,000,000.00	18,000,000.00	20,000,000.00	20,000,000.00
DLI allocation		59,197,500.00	As a % of Total Financing Amount		17.0%
➤ 5.1 : Mainstreaming of competitive recruitment (Percentage)					
0	0	18% of civil servants recruited through competency-based assessments	36% of civil servants recruited through competency-based assessments	54% of civil servants recruited through competency-based assessments	72% of civil servants recruited through competency-based assessments
0.00	0.00	6,500,000.00	6,500,000.00	6,500,000.00	6,500,000.00
DLI allocation		26,000,000.00	As a % of Total Financing Amount		7.5%
➤ 5.2 : Mainstreaming of performance-based promotion: % of civil servants promoted through performance-based assessments (Yes/No)					
0	0	Establishment of the functional competency assessment administration, 18% of civil servants promoted through performance-based assessments	36% of civil servants promoted through performance-based assessments	54% of civil servants promoted through performance-based assessments	72% of civil servants promoted through performance-based assessments
0.00	0.00	5,197,500.00	4,000,000.00	4,000,000.00	4,000,000.00



DLI allocation		17,197,500.00	As a % of Total Financing Amount		5.0%
➤ 5.3 : Enhanced digital literacy/skills (Number)					
0	0	Prime Ministry endorses the curricular for digital training adopted by IPA, 1,000 civil servants with certified digital literacy/skills	2,000 civil servants with certified digital literacy/skills	3,000 civil servants with certified digital literacy/skills	4,000 civil servants with certified digital literacy/skills
0.00	0.00	3,000,000.00	2,000,000.00	2,000,000.00	2,000,000.00
DLI allocation		9,000,000.00	As a % of Total Financing Amount		2.57%
➤ 5.4 : Increase in the utilization of HRMIS and other digital platforms by public entities for competitive recruitment, performance-based promotion and digital upskilling. (Percentage)					
0	0	18% of recruitments, promotions, and digital skills trainings recorded using HRMIS and other digital platforms	36% of recruitments, promotions, and digital skills trainings recorded using HRMIS and other digital platforms	54% of recruitments, promotions, and digital skills trainings recorded using HRMIS and other digital platforms	72% of recruitments, promotions, and digital skills trainings recorded using HRMIS and other digital platforms
0.00	0.00	1,250,000.00	1,250,000.00	1,250,000.00	1,250,000.00
DLI allocation		5,000,000.00	As a % of Total Financing Amount		0.0%
6 : Establishing digital health standards across a national Health Information Exchange (HIE) (Yes/No)					
0	No	Yes (a committee established)	Yes (five registries and standards)	Yes (four registries and standards and HIS upgraded)	Yes (all results achieved)
0.00	0.00	3,000,000.00	10,000,000.00	8,000,000.00	8,000,000.00
DLI allocation		29,000,000.00	As a % of Total Financing Amount		8.29%
➤ 6.1 : Establishment and functioning of a multi-sectoral committee to conduct core health information governance tasks. (Yes/No)					
No	No	Yes	Yes	Yes	Yes
0.00	0.00	3,000,000.00	0.00	0.00	0.00
DLI allocation		3,000,000.00	As a % of Total Financing Amount		0.75%
➤ 6.2 : Establishment of foundational registries and standards (Number)					
0	0	0	5	4	0
0.00	0.00	0.00	10,000,000.00	8,000,000.00	0.00
DLI allocation		18,000,000.00	As a % of Total Financing Amount		4.5%
➤ 6.3 : Upgrading of Health information systems to share minimum datasets within the national HIE framework and utilizing common registries. (Yes/No)					
No	No	No	No	No	Yes



0.00	0.00	0.00	0.00	0.00	8,000,000.00
DLI allocation		8,000,000.00	As a % of Total Financing Amount		2.0%
7 : Increased access to reliable and efficient digital student assessment. (Percentage)					
0	Adoption by the MoE of a strategy for mainstreamed blended learning	Targets for 7.2-7.6 achieved	Targets for 7.2-7.6 achieved	Targets for 7.2-7.6 achieved	Targets for 7.2-7.6 achieved
0.00	1,000,000.00	10,000,000.00	16,000,000.00	12,500,000.00	10,500,000.00
DLI allocation		50,000,000.00	As a % of Total Financing Amount		14.3%
➤ 7.1 : Establishment and operationalization of digital assessment centers and rooms. (Number)					
0	0	1 digital assessment centers and 25 rooms established and operationalized	1 digital assessment centers and 25 rooms established and operationalized	1 digital assessment centers and 25 rooms established and operationalized	11 rooms established and operationalized
0.00	0.00	3,300,000.00	3,300,000.00	3,300,000.00	1,100,000.00
DLI allocation		11,000,000.00	As a % of Total Financing Amount		3.0%
➤ 7.2 : Establishment of digital assessment rooms in refugee camps and districts with high concentration of refugees (Amount(USD))					
No digital assessment rooms in refugees camps and areas with high concentration of refugees	0	15 digital assessment rooms established in refugees camps and areas with high concentration of refugees	15 digital assessment rooms in refugees camps and areas with high concentration of refugees	10 digital assessment rooms in refugees camps and areas with high concentration of refugees	
0.00	0.00	1,500,000.00	1,500,000.00	1,000,000.00	0.00
DLI allocation		4,000,000.00	As a % of Total Financing Amount		1.0%
➤ 0 : Increase in the share of refugee students sitting for the digital Tawjih exam (Percentage)					
0	None	None	None	None	None
0.00	0.00	0.00	0.00	0.00	0.00
DLI allocation		0.00	As a % of Total Financing Amount		0.0%
➤ 7.3 : Enhancing teachers' digital skills at the secondary level to be able to integrate digitalization in the assessment process and to support the digitization efforts (Number)					
0	0	5000 teachers with certified digital skills.	5000 teachers with certified digital skills.	5000 teachers with certified digital skills.	5000 teachers with certified digital skills.
0.00	0.00	2,000,000.00	2,000,000.00	2,000,000.00	2,000,000.00
DLI allocation		8,000,000.00	As a % of Total Financing Amount		2.0%
➤ 7.4 : Increased percentage of students, including refugees, sitting for the digital Tawjih exam (Percentage)					



0	0	0	20 % increase of the share of students sitting for the digital Tawjihi exam	20 % increase of the share of students sitting for the digital Tawjihi exam	20 % increase of the share of students sitting for the digital Tawjihi exam
0.00	0.00	0.00	8,000,000.00	8,000,000.00	8,000,000.00
DLI allocation		24,000,000.00	As a % of Total Financing Amount		7.0%
➤ 7.5 : Increase in the share of refugee students sitting for the digital Tawjihi exam (Percentage)					
0 percent of refugee students taking digital exam	0	20 percent of refugee students taking digital exam	20 percent additional refugee students taking digital exam	20 percent additional refugee students taking digital exam	0
0.00	0.00	1,000,000.00	1,000,000.00	1,000,000.00	0.00
DLI allocation		3,000,000.00	As a % of Total Financing Amount		1.0%
8 : Enhanced e-participation (Yes/No)					
No	Enactment of amendments to 2007 Access to information law	targets for 7.1 - 7.4 achieved	targets for 7.1 - 7.4 achieved	targets for 7.1 - 7.4 achieved	targets for 7.1 - 7.4 achieved
0.00	2,000,000.00	9,000,000.00	9,000,000.00	7,000,000.00	3,000,000.00
DLI allocation		30,000,000.00	As a % of Total Financing Amount		8.6%
➤ 8.1 : Tabling by government to the Parliament of amendments to 2007 Access to information law. (Yes/No)					
No	Tabling by government to the Parliament of amendments strengthening the enforcement of 2007 Access to information law.	0	0	0	0
0.00	2,000,000.00	0.00	0.00	0.00	0.00
DLI allocation		2,000,000.00	As a % of Total Financing Amount		0.6%
➤ 8.2 : Reporting through the PMDU public dashboard on digital transformation under the EMV. (Number)					
0	0	2 bi-annual updates published by PMO	2 bi-annual updates published by PMO	2 bi-annual updates published by PMO	2 bi-annual updates published by PMO
0.00	0.00	1,400,000.00	1,200,000.00	1,000,000.00	400,000.00
DLI allocation		4,000,000.00	As a % of Total Financing Amount		1.14%
➤ 8.3 : Enhanced government responsiveness to online request for information (Percentage)					
0	0	20 percentage points increase on average in response rate to requests for information filed online	20 percentage points increase on average in response rate to requests for information filed online	20 percentage points increase on average in response rate to requests for information filed online	20 percentage points increase on average in response rate to requests for information filed



		for selected government entities	for selected government entities	for selected government entities	online for selected government entities
0.00	0.00	4,000,000.00	4,000,000.00	2,000,000.00	2,000,000.00
DLI allocation		12,000,000.00	As a % of Total Financing Amount		3.4%
➤ 8.4 : Online compliance with legal requirements on proactive information disclosure across government entities. (Number)					
0	0	6 compliant ministries and agencies with proactive information disclosure requirements	6 compliant ministries and agencies with proactive information disclosure requirements	6 compliant ministries and agencies with proactive information disclosure requirements	6 compliant ministry and agency with proactive information disclosure requirements
0.00	0.00	3,000,000.00	3,000,000.00	3,000,000.00	3,000,000.00
DLI allocation		12,000,000.00	As a % of Total Financing Amount		3.5%
9 : Expanding access to user-friendly and interactive statistical data (Number)					
0	COM submits the draft National Statistics Law to Parliament with selected provisions on the role of the department of statistics in accessing and validating administrative data as well as on public access to micro-data	Targets for 8.1 to 3 achieved	Targets for 9.1 to 3 achieved	Targets for 9.1 to 3 achieved	Targets for 9.1 to 3 achieved
0.00	2,000,000.00	3,000,000.00	5,000,000.00	13,800,000.00	6,200,000.00
DLI allocation		30,000,000.00	As a % of Total Financing Amount		8.6%
➤ 9.1 : DOS launches and publishes a statistical interface with key DOS and administrative indicators (Number)					
No statistical interface	No	Launch of the statistical interface with key DOS indicators.	5 additional public entities whose key administrative indicators are integrated into the interface and validated.	10 additional public entities whose key administrative indicators are integrated into the interface and validated	0
0.00	0.00	3,000,000.00	5,000,000.00	10,000,000.00	0.00
DLI allocation		18,000,000.00	As a % of Total Financing Amount		4.0%
➤ 9.2 : Access to selected anonymized micro-data for selected policy analysis and researchers, in line with the statistical law and government policy (Number)					
No digital interface	0	0	3 core micro-data sets made available via an online portal to users in	5 core micro-data sets made available via an online portal to users in	0



			adherence with the access protocols	adherence with the access protocols	
0.00	0.00	0.00	3,000,000.00	5,000,000.00	0.00
DLI allocation		8,000,000.00	As a % of Total Financing Amount		3.0%
➤ 9.3 : An additional premium for every core micro-data set made available via an online portal with indicators for gender, disability and residency status (Number)					
0	0	0	0	2 core micro-data sets made available via an online portal with indicators for gender, disability and residency status	3 core micro-data sets made available via an online portal with indicators for gender, disability and residency status
0.00	0.00	0.00	0.00	800,000.00	1,200,000.00
DLI allocation		2,000,000.00	As a % of Total Financing Amount		0.5%
10 : Institutionalizing effective health data use (Yes/No)					
No	No	No	Yes	Yes	Yes
0.00	0.00	0.00	3,250,000.00	1,500,000.00	3,250,000.00
DLI allocation		8,000,000.00	As a % of Total Financing Amount		2.29%
➤ 10.1 : Establishment of a national health data quality assurance (HDQA) framework and action plan established. (Yes/No)					
No	No	No	Yes	Yes	Yes
0.00	0.00	0.00	3,250,000.00	0.00	0.00
DLI allocation		3,250,000.00	As a % of Total Financing Amount		1.0%
➤ 10.2 : Two HDQA evaluations as per the HDQA framework and action plan conducted and published (Yes/No)					
0	0	0	0	1	1
0.00	0.00	0.00	0.00	1,250,000.00	1,250,000.00
DLI allocation		2,500,000.00	As a % of Total Financing Amount		0.5%
➤ 10.3 : Improved score in the subsequent HDQA evaluation compared to the previous HDQA evaluation conducted (Yes/No)					
No	No	No	No	No	Yes
0.00	0.00	0.00	0.00	0.00	2,000,000.00
DLI allocation		2,000,000.00	As a % of Total Financing Amount		0.5%
➤ 10.4 : Select key performance indicators (KPIs) evaluated and published (Yes/No)					
No	No	No	No	Yes	No
0.00	0.00	0.00	0.00	250,000.00	0.00
DLI allocation		250,000.00	As a % of Total Financing Amount		0.07%





Verification Protocol Table

PDO-level Indicators

Result Area 1 on improved service delivery through digitalization	
Expanding trusted and inclusive access to people-centric digitalized services	
Description	Individuals accessing digitalized public- and private-sector services using trusted, people-centric DPI [Number].
Frequency	Annually.
Data source	Annual reports on the usage of digital services from MODEE, sectoral ministries, and the private sector.
Methodology for Data Collection	Indicator values will be collected from MODEE’s administrative data on the usage of transactional digital services that incorporate trusted, people-centric DPI, and cross-checked by the IVA through spot surveys.
Responsibility for Data Collection	MODEE.
Improved access to patient-centric digital service	
Description	Number of beneficiaries who actively use patient-centric digital services offered through an electronic medical record (EMR) platform. Active users refer to those with active accounts who had logged into accounts at least twice since registration (disaggregated for Syrian refugee users). .
Frequency	Annually.
Data source	Electronic Health Solution (EHS).
Methodology for Data Collection	Data extracted from myHakeem to measure the number of active users.
Responsibility for Data Collection	MOH and EHS.
Result Area 2 on enhanced government effectiveness through Digitalization	
Increased student trust in the fairness of the <i>Tawjihi</i> exam.	
Description	Increased percentage of students expressing trust in the fairness of the <i>Tawjihi</i> exam.
Frequency	Once, at Program closure.
Data source	Public opinion poll by the Centre for Strategic Studies at the University of Jordan on <i>Tawjihi</i> , Universities and the Unified Admission System.
Methodology for Data Collection	Polling of a national representative sample of high school students covering all governorates, and regions. Question asked: “Do you believe that the <i>Tawjihi</i> exam constitutes a fair educational and academic evaluation for students?” This would include a representative sub-sample of refugee students.
Responsibility for Data Collection	Centre for Strategic Studies.
Increased representation of women in leadership positions in the civil service as a result of competency-based promotions and competitive recruitment.	
Description	Percentage of women appointed to leadership positions in the civil service.
Frequency	Once, by Program closure.
Data source	Annual report on civil service from the SPAC.
Methodology for Data Collection	Leadership positions are defined by Article 16 of the 2020 CivilsService Bylaw.
Responsibility for Data Collection	SPAC.
Result Area 3 on transparency and accountability through digitalization	
Improved e-participation	
Description	Jordan rating under the e-participation indicator of the UN e-Government Development Index.
Frequency	Every two years.
Data source	UN e-Government Development Index
Methodology for Data Collection	Questionnaire based on the 2022 UN e-Government Development Survey methodology. E-participation questions cover three dimensions: 1) e-information, 2) e-consultation, and 3) e-decision making. In 2022, these three dimensions are further categorised into six sub-dimensions as follows: e-notification and e-enabling (under e-information); e-discourse and e-dialogue (under e-consultation); and e-collaboration and e-empowerment (under e-decision-making).
Responsibility for Data	UN.



Collection	
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Intermediate Result Indicators

Result Area 1 on improved service delivery through digitalization	
Increasing the inclusive adoption of people-centric digital identity	
Description	Individuals adopting people-centric digital identity [Number].
Frequency	Annually.
Data source	Annual reports on digital ID implementation by MODEE.
Methodology for Data Collection	Indicator values will be collected from MODEE’s administrative data on digital ID activations and cross-checked by the IVA through spot surveys.
Responsibility for Data Collection	MODEE.
Increasing the inclusive adoption of people-centric digital identity (continued)	
Description	All DPI platforms supporting digitalized service delivery are fully accessible to non-citizens, including refugees [Yes/No].
Frequency	Annually.
Data source	Annual reports on DPI implementation by MODEE.
Methodology for Data Collection	Indicator values will be collected from MODEE’s administrative data on DPI registrations and usage, and cross-checked by the IVA through spot surveys.
Responsibility for Data Collection	MODEE.
Increasing the inclusive adoption of people-centric digital identity (continued)	
Description	Service providers integrating trusted, people-centric DPI in their service design and workflow to facilitate service delivery, including private-sector service providers [Number].
Frequency	Annually.
Data source	Annual reports on DPI implementation by MODEE and public- and private-sector relying parties.
Methodology for Data Collection	Indicator values will be collected from the administrative data of MODEE and public- and private-sector relying parties on the use of transactional digital services that incorporate trusted, people-centric DPI, and cross-checked by the IVA through spot surveys.
Responsibility for Data Collection	MODEE.
Improving trusted, people-centric data sharing	
Description	Availability of trusted, people-centric data sharing [Yes/No].
Frequency	Annually
Data source	(a) Annual reports on DPI implementation from MODEE, sectoral ministries, and the private sector, (b) MODEE’s software documentation and testing reports, and (c) Third-party assessment reports.
Methodology for Data Collection	Indicator values will be collected from (a) DPI implementation reports released by MODEE, sectoral ministries, and the private sector, (b) MODEE’s software documentation, and testing reports, and (c) Official reports submitted by third-party assessment bodies recruited to carry out the Privacy Impact Assessments. All indicator values will be cross-checked by the IVA.
Responsibility for Data Collection	MODEE.
Enhanced management of medical records	
Description	Promoting digital transformation in health service delivery by scaling up the coverage of an existing EMR platform to all MOH facility sites, prioritizing facility sites in districts with a high concentration of Syrian refugees.
Frequency	Biannually .
Data source	Administrative data from the EHS.
Methodology for Data Collection	Data collected from the EHS to measure how many MOH facility sites had installed and operationalized the EMR platform.
Responsibility for Data Collection	MOH and EHS.



Direct project beneficiaries – Refugees and Host Communities	
Description	Number of direct beneficiaries of digital identification, EMR and Tawjihi digitalization who are refugees or living in host communities with a high concentration of refugees (>10 percent of the population), disaggregated by gender
Frequency	Annual
Data source	Reports on digital ID implementation by MODEE, administrative data from the EHS, Education Management Information System (EMIS)
Methodology for Data Collection	Data collected and compiled from administrative sources by MOPIC to measure the number of refugee beneficiaries and host communities
Responsibility for Data Collection	MOPIC
Result Area 2 on enhanced government effectiveness through digitalization	
Increased access to reliable and efficient digital student assessment (DLI)	
Description	Percentage of students sitting for the digital <i>Tawjihi</i> exam, including refugees.
Frequency	Annually .
Data source	MOE, Education Management Information System (EMIS)
Methodology for Data Collection	Review of EMIS-generated report.
Responsibility for Data Collection	MOE.
Strengthened digital skills in civil service	
Description	Number of senior officials and applicants to jobs in the civil service with digital skills certified as a result of training.
Frequency	Once, by Program closure.
Data source	Roster of digitally skilled trained and certified senior officials and applicants.
Methodology for Data Collection	SPAC annual report on civil service and/or IPA/MODEE annual report on training in digital competencies.
Responsibility for Data Collection	SPAC/MODEE/IPA.
Result Area 3 on transparency and accountability through digitalization	
Strengthened legal enforcement provisions and regulatory mechanisms on access to information	
Description	Improved Jordan rating under the Right to Information Index.
Frequency	Once, by Program closure.
Data source	Right to Information Index (RTI) of the Centre for Law and Democracy.
Methodology for Data Collection	The RTI assesses both the overall strength of the legal framework and the strengths and weaknesses of the legal framework across seven dimensions: Right of Access, Scope, Requesting Procedures, Exceptions and Refusals, Appeals, Sanctions and Protections, and Promotional Measures.
Responsibility for Data Collection	Centre for Law and Democracy.
Improved scoring on open data	
Description	Jordan rating under the Open data openness sub-indicator of the Open Data Inventory Index (ODIN).
Frequency	Every two years.
Data source	Open Data Watch website.
Methodology for Data Collection	Openness of data are measured based on the five following elements that measure how well a country's data offerings meet international standards of openness: - Availability of data in machine readable format - Availability of data in non-proprietary format - Availability of reference metadata - Availability of download options that make the data more accessible: bulk downloads, Application Programming Interfaces (APIs), and customizable data export options - Availability of an open data license or open data terms of use.
Responsibility for Data Collection	Open Data Watch.



DLI 1: Number of individuals accessing digitalized public- and private-sector services using trusted, people-centric DPI	
Formula	<p>The DLI will disburse US\$5 for each unique individual accessing digitalized public- and private-sector services using trusted, people-centric DPI, up to a total of 3 million individuals, in the limit of US\$15 million. Moreover, it will disburse the following additional amounts:</p> <ul style="list-style-type: none"> • US\$8 for each unique woman accessing digitalized public- and private-sector services using trusted, people-centric DPI, up to 1.5 million women, in the limit of US\$12 million • US\$20 for each unique elder accessing digitalized public- and private-sector services using trusted, people-centric DPI, up to 175,000 elders, in the limit of US\$3.5 million • US\$20 for each unique refugee accessing digitalized public- and private-sector services using trusted, people-centric DPI, up to 100,000 refugees, in the limit of US\$2 million • US\$1 million lump sum for each 250,000 unique individuals accessing digitalized public- and private-sector services remotely using trusted, people-centric DPI, up to a total of 1 million individuals, in the limit of US\$4 million • US\$500,000 lump sum for each 100,000 unique individuals accessing digitalized public- and private-sector services at GSCs using trusted, people-centric DPI, up to a total of 400,000 individuals, in the limit of US\$2 million • US\$2 for each unique individual accessing digitalized educational services using trusted, people-centric DPI, up to 750,000 individuals, in the limit of US\$1.5 million.
Description	<p>The Program disburses against the number of unique individual beneficiaries accessing digitalized public- and private-sector transactional services using trusted, people-centric DPI, disaggregated by the type of user (women, elders, refugees), type of access (remote, GSC) and type of service (education).</p> <p>"Unique" means an individual beneficiary accessing multiple digitalized public- and private-sector services, or the same service more than once, counts as one individual as far as DLI 1 disbursements are concerned.</p> <p>Remote access is defined as online access to digitalized services that does not require in-person interaction. GSC access is defined as access to digitalized services in person at Government Service Centers. Digital services are considered to be accessed using trusted, people-centric DPI when such access is enabled by people-centric digital identity (DLI 2) and trusted, people-centric data sharing (DLI 3).</p>
Data source/ Agency	Annual reports on the usage of digital services from MODEE, sectoral ministries, and the private sector.
Verification Entity	KACE.
Procedure	Indicator values will be collected from MODEE’s administrative data on the usage of transactional digital services that use trusted, people-centric DPI and cross-checked by the IVA through spot surveys.

DLI 2: Number of individuals adopting people-centric digital identity	
Formula	<p>The DLI will disburse US\$3 for each unique individual activating people-centric digital identity, up to a total 3.5 million individuals, in the limit of US\$10.5 million. Moreover, it will disburse the following additional amounts:</p> <ul style="list-style-type: none"> • US\$4 for each woman activating people-centric digital identity, up to 1.75 million women, in the limit of US\$7 million • US\$5 for each elder activating people-centric digital identity, up to 200,000 elders, in the limit of US\$1 million • US\$15 for each refugee activating people-centric digital identity, up to 100,000 refugees, in the limit of US\$1.5 million
Description	The Program disburses against the number of unique individuals activating people-centric digital identity, disaggregated by type of user (women, elders, refugees).
Data source/ Agency	Annual reports on digital ID implementation by MODEE.
Verification Entity	KACE.



Procedure	<p>Indicator values will be collected from MODEE’s administrative data on digital ID activations and cross-checked by the IVA through spot surveys.</p> <p>People-centric digital identity is verified as follows: (1) it uniquely identifies users through strong identity assurance against existing identity evidence; (2) it allows the secure digital verification of users’ identity attributes and credentials by relying parties; (3) it is optimized for use for both remote/online and in-person transactions, according to the use case; (4) it is equally usable, irrespective of whether the user initiates a transaction from within the DPI environment or outside of it; (5) it is equally accessible to Jordanian citizens and eligible non-citizens, including refugees; (6) it allows the integration of digital identity verification into service workflows, including existing services and legacy systems, through standards-based protocols and interfaces that are well documented and accessible to relying parties; (7) it is equally accessible to relying parties across the public and private sectors; (8) it is usable by diverse populations including women, elders, persons with disabilities, and rural populations, as assured through implementation of human-centered design approaches.</p> <p>A relying party is any public- or private-sector entity that relies on a digital identification or other trust service for verification, or on an authoritative data source for shared data.</p>
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DLI 3: Availability of trusted, people-centric data sharing

Formula	<p>[Yes/No] The DLI disburses the following amounts against the fulfillment of each of the 6 design elements detailed in the description below, for a total of \$20 million:</p> <ul style="list-style-type: none"> • US\$3.5 million for the adherence of DPI ecosystem participants to the applicable privacy-by-design principles. • US\$3.25 million for the adherence of DPI ecosystem participants to the applicable data minimization principles. • US\$3.25 million for the integration of accessible, available, secure, and transparent data audit logging by DPI ecosystem participants, as applicable. • US\$3.5 million for the integration of consent-based data sharing by DPI ecosystem participants. • US\$3.25 million for the integration of people-centric, standards-based, digitally verifiable credentials by DPI ecosystem participants, as applicable. • US\$3.25 million for the integration of adequate grievance redress by DPI ecosystem participants.
Description	<p>The Program disburses against improvements to Jordan’s DPI to improve trusted and people-centric data sharing.</p> <p>Data sharing is considered “trusted” when DPI ecosystem participants: (1) adhere to the applicable privacy-by-design principles; (2) adhere to the applicable data minimization principles; (3) integrate accessible, available, secure, and transparent data audit logging, as applicable, to provide people with transparency about how their data is used.</p> <p>Data sharing is considered “people-centric” when DPI ecosystem participants: (4) integrate consent-based data sharing by default when sharing personal data; (5) integrate people-centric, standards-based, digitally verifiable credentials as a data sharing mechanism, as applicable; and (6) integrate adequate grievance redress.</p> <p>A DPI ecosystem means all DPI providers and at least five DPI relying parties. A DPI provider means MODEE and any other entity that provides digital identification, data sharing, or other trust services to DPI relying parties. A DPI relying party is any public- or private-sector entity that relies on a digital identification or other trust service for verification, or on an authoritative data source for shared data, as provided by a DPI provider.</p>
Data source/ Agency	<p>(a) Annual reports on DPI implementation from MODEE, sectoral ministries, and the private sector, (b) MODEE’s software documentation and testing reports, and (c) Third-party assessment reports.</p>



Verification Entity	KACE.
Procedure	<p>3.1 Privacy by design. Adherence to the applicable privacy-by-design principles by DPI ecosystem participants is verified as follows: (1) the recommendations of regular Privacy Impact Assessments (PIA) are implemented at the policy, process, and technology levels, including through the update of DPI ecosystem rules; (2) relying parties are compliant with relevant policies and DPI ecosystem rules, and such compliance is assured through adequate supervision and oversight; (3) DPI ecosystem participants adhere to the applicable data minimization principles; and (4) DPI is designed and implemented in compliance with national privacy laws and international data protection standards.</p> <p>3.2 Data minimization. Adherence to the applicable data minimization principles by DPI ecosystem participants is verified as follows: (1) data is requested only when there is a clear purpose; for example, to enable access to or eligibility for a service; (2) no shared data is retained beyond its intended use, or used for additional service provision unless further consent is gained from the person; and (3) categorical data sharing and selective attribute disclosure are available to be implemented by relying parties in cases where sharing the actual data values is not required by the use case (for example, requesting confirmation that a person is in good health rather than requesting disclosure of the person’s full health record); and (4) shared data is used to directly enable a service delivery workflow on a need-to-know basis; otherwise, no personal data is shared.</p> <p>3.3 Data audit logging. The integration of accessible, available, secure, and transparent data audit logging by DPI ecosystem participants, as applicable, is verified as follows: (1) unique transactions involving sharing of or access to personal data – whether complete or incomplete – are identified, along with metadata, such as identifiers for the service or relying party, person accessing the service, and any other entities, such as administrators or third-party services involved in data processing or digital service provision; (2) data audit logs are protected from unauthorized access; for example, as part of a wider access control policy and/or information security policy; (3) data audit logs are digitally signed to prevent tampering and preserve data integrity; and (4) data audit logs are encrypted when the risk of unauthorized access to sensitive data is identified.</p> <p>3.4 Consent-based data sharing. The integration of consent-based data sharing by DPI ecosystem participants is verified as follows: (1) the system provides a dynamic consent management platform that enables users to grant, review, modify, and revoke their consent at any time; (2) this platform allows users to easily access and understand the terms of consent before granting it, including what data is collected, how it is used, who it is shared with, and for how long it is retained; (3) it is possible for relying parties to require ex-ante consent to be given by users in real time prior to data sharing in cases where such consent may be required by the use case; (4) the available data sharing mechanisms that relying parties can use include standards-based, digitally verifiable credentials that put people at the center of a data sharing transaction and allow the shared data to be authenticated by relying parties online or offline; (5) the system maintains comprehensive logs of all consent activities, including timestamps, user identity verification, and details of consent; and (6) systems used for sharing personal data use people-centric digital identity as the primary method of authentication and authorization for the sharing of personal data.</p> <p>3.5 Digitally verifiable credentials. The integration of digitally verifiable credentials by DPI ecosystem participants is verified as follows: (1) digital representations of a collection of data attributes can be securely and reliably verified by relying parties using trusted digital technologies, enabling data to be shared with a relying party from an authoritative data source while keeping the individual data subject at the center of the data sharing transaction. Examples of digitally verifiable credentials include electronic passports, national identity cards, digital education diplomas, and other credentials that can be issued to individuals and be digitally verified by relying parties; and (2) the credentials are portable, resistant to tampering, enable streamlined verification processes in online and offline scenarios, and have adequate measures in place to ensure that they can be trusted by verifiers. The availability of these trust measures is verified as follows: (a) there is a common, agreed-upon set of rules (a trust framework) describing the standards and operational requirements that must be followed by issuers and verifiers of credentials (participating entities); (b) the standards and procedures reflected in the trust framework follow internationally-recognized standards to allow for interoperability between credential issuers as well as</p>



	<p>cross-border verification of Jordanian credentials; (c) the standards and processes chosen allow for digitally verifiable credentials to be issued into a software wallet, such as the Sanad smartphone application; (d) there is an assurance process that allows confirmation that participating entities are in compliance with the rules of the trust framework; (e) participating entities have been confirmed compliant with the rules of the trust framework by undergoing this assurance process; (f) there are supervision measures that ensure continued compliance of participating entities with the rules of the trust framework; (g) the public keys used by credential issuers are published on a trusted list or registry to enable relying parties to cryptographically verify the credential (in particular, by verifying the issuer and the integrity of the data it contains), and there are measures that allow for key revocation; and (h) the trust framework is open to qualified private-sector entities to participate, either as credential issuers or verifiers.</p> <p>3.6 Grievance redress. The integration of adequate grievance redress by DPI ecosystem participants is verified as follows: (1) there are transparent service standards for grievance redress, processing, and communication (2) grievance redress is accessible to all users of the DPI ecosystem; and (3) service standards are upheld by DPI ecosystem participants, as applicable.</p> <p>Digital identity and data sharing systems are considered to be foundational DPI when they are designed and implemented as scalable, extensible building blocks that can be used by relying parties across the public and private sector; can be fully integrated into their service delivery workflows through standards-based protocols and interfaces; and are equally usable irrespective of whether the user initiates a transaction from within the DPI environment or outside of it.</p> <p>For the purposes of the present DLI, it is not required for an individual to use all the above DPI functionalities when accessing a service, or for all the above features to be implemented for a given service. The only requirement is that the DPI functionality the service uses be fully integrated into the service delivery workflow.</p>
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DLI 4 on digital transformation of health service delivery	
Formula	Scalable. The DLI disburses US\$1 million for each percentage point increase in the number of MOH facility sites which installed and operationalized the national EMR platform out of a total number of MOH health facility sites ²¹ in Jordan (as of calendar year [CY] 2023) within the limit of US\$63 million.
Description	The DLI supports the installation and operationalization of the national EMR platform (that is, Hakeem) to produce electronic medical records across all MOH health facility sites. The operational status will include at least four core functions: <ol style="list-style-type: none"> 1. The ability to query and/or access a record²² in the system. 2. The ability to create and/or update a record in the system. 3. The ability to refer a patient to a different facility with a common facility identifier across the system. 4. The ability to generate administrative activity reports that demonstrate the utilization of the system. 5. The ability for patients to access and view personal medical records.
Data source/ Agency	A delivery notice from the EHS concerning the installation of the EMR platform, and the confirmation notice from the MOH about the installed EMR being operational at supported facility sites.
Verification Entity	KACE.

²¹ MOH health facility sites refer to sites that are required to have the EMR platform in accordance with the MOH decision. This includes primary and comprehensive health centers, hospitals, and other sites (for example, central public health laboratories and national blood banks). At the end of CY2023, 37 percent of MOH facility sites (including 27 hospital sites, 67 comprehensive health centers, and 100 primary health centers, and five other sites as of October 2023) installed and use the national EMR platform. The Program aims to install and operationalize the national EMR platform to all 540 MOH facility sites in Jordan. Therefore, the Program will install and make it functional at remaining MOH facility sites, including 10 hospital sites, 62 CHCs, 256 PHCs, and 13 other sites during the Program duration.

²² Record refers to a medical (patient) record, report, and/or result generated by the system.



Procedure	Achievement will be verified by reviewing the delivery notices from the EHS for the physical installation at targeted facility sites and confirming its operational and utilization status. Operational and utilization status will be verified by the five core functions as described above.
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DLI 5 on the professionalization of the civil service

Formula	<p>Scalable. The DLI disburses up to US\$ 59,19 million against 4 DLRs as follows:</p> <p>DLR 5.1 disburses a) US\$ 1 million against the adoption and issuance by the Cabinet of Ministers, the Public Services Administration and Governance Bylaw (prior result), and b) US\$ 1 million against the adoption of regulations on 1) competency profiles and job descriptions and 2) staff performance evaluation.</p> <p>DLR 5.1 disburses US\$1.625 m for each 4.5 percentage points increase in competitive recruitments of civil servants, in the limit of US\$26,000,000.</p> <p>DLR 5.2 disburses a) USD\$ 1,197,500 million for the establishment of a functional competency assessment administration and b) US\$1 m against each 4.5 percentage points increase in performance-based promotion for civil servants, up to a percentage of 72%, in the limit of US\$18,000,000.</p> <p>DLR 5.3 disburses a) US\$1 m for the Prime Ministry’s endorsement of the curricular for digital training; and b) US\$1 m for each batch of 500 civil servants with certified digital literacy/skills, up to a percentage of 72% and in the limit of US\$8 m.</p> <p>DLR 5.4 disburses US\$ 1.25 million against each 18-percentage points increase in the number of competitive recruitments, performance-based promotions and certification of digital literacy/skills training using HRMIS and other digital platform, in the limit of US\$ 5 million.</p>
Description	<p>The DLI supports competency-based and gender-sensitive human resource management and digital skills development in the civil service. It consists of the five following DLRs:</p> <p>DLR 5.0: Adoption of the regulatory framework for civil service professionalization.</p> <p>DLR 5.1: Mainstreaming of competitive recruitment for all new civil servants.</p> <p>DLR 5.2: Mainstreaming of performance-based promotion for civil servants.</p> <p>DLR 5.3: Enhanced digital literacy/skills.</p> <p>DLR 5.4: Utilization of the HRMIS and other digital platforms for recording competitive recruitments, performance-based promotions, and digital upskilling.</p>
Data source/ Agency	<p>DLR 5.0: SPAC</p> <p>DLR 5.1 and 2: SPAC Assessment Center HR interview and evaluation records, as well as HRMIS data records.</p> <p>DLR 5.3: Training registry maintained by the IPA and HRMIS data records.</p> <p>DLR 5.4: HRMIS data reports.</p>
Verification Entity	KACE.
Procedure	<p>DLR 5.0: Verification of adopted SPAC by-law and subsidiary regulation.</p> <p>DLR 5.1: Verification of recruitment records and competency assessment reports shared biannually by the SPAC and competence-based recruitments recorded by the HRMIS.</p> <p>DLR 5.2: Verification of promotion records and competency assessment reports shared biannually by the SPAC and performance-based promotions recorded by the HRMIS and other digital platforms.</p> <p>DLR 5.3: Verification of digital skill certifying training records shared annually by IPA and digital skill credentials recorded by the HRMIS and other digital platforms.</p> <p>DLR 5.4: Cross-validation of HRMIS and other digital platforms data reports with SPAC Assessment Center interview and evaluation records and IPA training assessment reports.</p>

DLI 6 on the establishment of digital health standards across a national Health Information Exchange (HIE)

Formula	Scalable. The DLI disburses up to US\$29 million across the three following DLRs:
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	<ul style="list-style-type: none"> - DLR 6.1 disburses US\$3 million once a multi-sectoral committee is established and functional and able to conduct core health information governance tasks. This includes health data stewardship, setting health data standards, enhancing interoperability, setting compliance targets, and utilizing data. - DLR 6.2 disburses US\$18 million for a total of five foundational registries²³ (client, terminology [common data dictionary], facilities, health professionals, product catalogue) and four core standards²⁴ (content, terminology, transport, and security) established (US\$2 million per registry/standard). - DLR 6.3 disburses US\$8 million against the upgrading of health information systems to share minimum datasets within the national HIE framework and to utilize common registries.
Description	<p>The DLI supports the establishment of digital health standards across a national Health Information Exchange framework, and it consists of the following 3 DLRs:</p> <ul style="list-style-type: none"> - DLR 6.1: A multi-sectoral committee is established and functional and able to conduct core health information governance tasks, including health data stewardship, setting health data standards, enhancing interoperability, setting compliance targets, and utilizing data. - DLR 6.2: Five foundational registries (client, terminology [common data dictionary], facilities, health professionals, product catalogue) and four core standards (content, terminology, transport, and security) are established. - DLR 6.3: Health information systems²⁵ upgraded to share minimum datasets within the national HIE framework while utilizing common registries.
Data source/ Agency	Reports from the Ministry of Health.
Verification Entity	KACE.
Procedure	<p>DLR 6.1: The Terms of Reference (TOR) will be verified to confirm that the membership includes multi-sectoral, technical stakeholders. The TOR needs to clearly articulate responsibilities with assigned institutions to take the following actions: establish health data governance, define health data standards, enhance interoperability, and utilize data. The meeting minutes will be used to verify the decisions made by the committee.</p> <p>DLR 6.2: Established registries and standards will be verified to confirm whether the registries use unique and standardized IDs assigned and if health-related standards are based on international standards, such as the International Patient Summary (IPS), the international Classification of Diseases (ICD), and Health Level 7 (HL7). The IVA will confirm the availability of published national data standards, guidelines, and/or interface specifications by the MOH.</p> <p>DLR 6.3: The IVA will conduct system checks for the implementation of shared registries and interoperability across health information systems. A minimum dataset utilizes standardized registry data such as: a unique facility ID, a unique patient ID, a unique provider ID, a unique product ID, an appropriate or common clinical code, and/or a unique service coding.</p>

DLI 7 on the digitalization of student assessment

²³ Foundational registries are accessible, common, and utilized across multiple health information systems. These shall include: (1) a client registry (that supports the unique identification and management of patient identities); (2) one or more terminology registries accessible as a service (that provide a standardized classification or a query-able source for health information exchange, including clinical terminologies, ontologies, dictionaries, code systems, and value sets); (3) a universal facility registry (that sets the unique identifier for locations where health services are provided); (4) a health professional registry (that sets the unique identifier for health workers that provide services within a country); and (5) a common product catalogue (that properly defines and categorizes medical products or commodities).

²⁴ Core standards include: (1) content standards (that dictate the structure of electronic documents and types of data they must contain by ensuring data is properly organized and represented in a clear manner); (2) terminology standards (that ensure that all parties will be able to understand and use it while exchanging health data); (3) transport standards (that facilitate data exchange between different systems by defining what formats, document architecture, data elements, methods, and application programming interfaces to use for achieving interoperability); and (4) security standards (that establish administrative and technical rules to protect sensitive data from misuse, unauthorized access, or disclosure).

²⁵ Health information systems could include the national EMR platform, supply chain management information system, and surveillance systems managed by the MOH. Selected health information systems will be described in the Program Operational Manual (including the verification protocol).



Formula	<p>Scalable. The DLI disburses up to US\$ 50 million against 6 DLRs as follows:</p> <p>DLR 7.1 disburses US\$ 800,000 for every new Digital Assessment Center (up to a total of 3) and US\$ 100,000 for each digital assessment room in school facilities (up to a total of 86) that is equipped and utilized, up to a total of US\$ 11 million.</p> <p>DLR 7.2 disburses a premium in the amount of \$100,000 for each new digital assessment room (up to a total of 40) in refugee camps and in districts with a high concentration of refugees (>10 percent of population) for up to a total of US\$ 4 million.</p> <p>DLR 7.3 disburses US\$40,000 for every batch of 100 teachers with certified digital skills in digital student assessment (with a target of 20,000 teachers), up to a total of US\$ 8 million.</p> <p>DLR 7.4 disburses US\$4 million for every 10-percentage points increase in the share of students sitting for the digital <i>Tawjihi</i> exam, for up to a total of US\$ 24 million.</p> <p>DLR 7.5 disburses US\$ 500,000 for every 10-percentage points increase in the share of refugee students sitting for the digital <i>Tawjihi</i> exam, for up to a total of US\$ 3 million.</p>
Description	<p>The DLI supports the digitalization of student assessments through:</p> <ul style="list-style-type: none"> - DLR 7.1 on the establishment of digital assessment centers across Jordan to host the General Secondary Certificate Examination (<i>Tawjihi</i>) in its digital format. The digital assessment centers will be fully equipped with the required digital devices, furniture, and broadband access to meet the physical infrastructure requirements for administering the digitalized <i>Tawjihi</i>. These can be in standalone centers or schools equipped to serve as such. The centers will be distributed geographically to ensure equitable access, and they will be equipped to be cross-functional, that is, used for multiple purposes, including other assessments as well as teacher training. - DLR 7.2 provides an incentive for digital assessment centers in refugee camps and districts with high concentrations of refugees, thus removing barriers to access. - DLR 7.3 on the mainstreaming of digital student assessments in secondary education by having all students access the digitalized <i>Tawjihi</i>, including refugees living in camps. - DLR 7.4 on enhancing teachers' digital skills at the secondary level to integrate digitalization in the assessment process and to support the digitalization efforts. - DLR 7.5 incentivizes refugee students taking the digital <i>Tawjihi</i>.
Data source/ Agency	MOE / EMIS.
Verification Entity	KACE
Procedure	<p>DLR 7.1 & 2: Verification of infrastructure records and random spot checks to confirm whether equipped centers are functional and are successfully accommodating the <i>Tawjihi</i> exam, that is, that digital devices can be turned on, the network can be accessed, emergency measures are in place</p> <p>DLR 7.3: Verification of MOE training records and certification data regarding G10-12 teacher completion of training. The verification agent will also go through the online training material and program, as well as interview a sample of randomly selected teachers that have completed the training according to training records data. The agent will then verify completion of training.</p> <p>DLR 7.4 & 5: Review of MOE records and system concerning the number of students completing the digital <i>Tawjihi</i> exam as a share of total students sitting for <i>Tawjihi</i> in the same round.</p>

DLI 8 on enhancing e-information	
Formula	<p>Scalable. The DLI disburses against online reporting by the PMDU regarding progress achieved toward the objectives of the Economic Modernization Vision on public sector modernization and digitalization; and the strengthening of the enforcement of the Access to Information Law. It disburses up to a total of US\$ 30 million as follows:</p> <p>Against DLR 8.1: US\$ 2 million upon the strengthening of legal provisions for the enforcement of 2007 Access to Information Law (prior result).</p> <p>Against DLR 8.2: US\$ 0.5 million in each calendar year for each of the bi-annual updates to the PMDU public dashboard regarding relevant information up to the limit of US\$ 4 million.</p>



	<p>Against DLR 8.3: US\$ 2 million in CY2024 and 2025 and US\$ 1 million in CYs 2026, 2027 and 2028 for each 10 percentage point increase on average in response rates to requests for information filed online for government entities, for a limit of US\$ 12 million.</p> <p>Against DLR 8.4: US\$ 0.5 million every year for each compliant ministry and agency with proactive information disclosure requirements for the limit of US\$ 12 million.</p>
Description	<p>The DLI supports the strengthening of online official communications regarding progress achieved toward the objectives of the Economic Modernization Vision on digital transformation, as well as enforcement of the 2007 Access to Information Law. It consists of the 4 following DLRs:</p> <p>DLR 8.1: Tabling by government to the Parliament of amendments strengthening the enforcement of 2007 Access to information law (prior result).</p> <p>DLR 8.2: Reporting through the PMDU public dashboard concerning the progress achieved regarding digital transformation toward the objectives of the Economic Modernization Vision.</p> <p>DLR 8.3: Enhanced government responsiveness to online requests for information.</p> <p>DLR 8.4: Online compliance with legal requirements concerning proactive information disclosure across selected government entities.</p>
Data source/ Agency	<p>DLR 8.1: The source of information is official documents approved by the Government of Jordan on the enforcement of 2007 Access to Information law.</p> <p>DLR 8.2: Public dashboard and semi-annual reports of the PMDU.</p> <p>DLR 8.3 & 4: Annual report on the implementation of access to information from the Information Commission.</p>
Verification Entity	KACE.
Procedure	<p>DLR 8.1: Verification of official notification documenting the submission by the GoJ to Parliament of amendments to the 2007 Access to Information Law that they include the following provisions: (1) opening of the Information Council, which oversees the enforcement of the law to Civil Society Organizations (CSOs), strengthening its oversight responsibility; (2) specifying that exceptions do not include information related to human rights violations, war crimes, and crimes against humanity; (3) mandating proactive information disclosure and the appointment of information officers in all departments; and (4) shortening delays to respond to requests for information.</p> <p>DLR 8.2: Verification of the availability of information on the PMDU dashboard every semester.</p> <p>DLR 8.3 & 4: Verification of annual reports to be submitted by the Information Council regarding the enforcement of the Access to Information Law based on spot checks by the IVA in government entities.</p>

DLI 9 on expanding access to user-friendly and interactive statistical data.	
Formula	<p>Scalable. The DLI disburses against the strengthening of the statistical legal framework; progress toward the integration of data from various government entities; the public disclosure of key indicators, as well as their underlying micro-data, subject to an established protocol for access. It disburses a total of US\$ 30 million as follows:</p> <p>Against DLR 9.0: US\$ 2 million for the approval and tabling to Parliament by Cabinet of the National Statistics bill, provided it contains adequate provisions concerning the role of the Department of Statistics (DOS) in accessing and validating administrative data, as well as on public access to micro-data. (prior result)</p> <p>Against DLR 9.1: US\$ 3 million for the launch of the statistical interface with key DOS indicators, and an additional US\$ 1 million for each additional public entity whose validated administrative indicators are integrated into the interface and validated, up to a total of US\$ 18 million.</p>



	<p>Against DLR 9.2: US\$ 1 million for each core micro-data set made available via an online portal to users in adherence with the access protocols for up to a total of US\$ 8 million.</p> <p>Against DLR 9.3: An additional US\$ 400,000 for every core micro-data set made available with indicators for gender, disability and residency status, for up to 5 micro data sets and in the limit of US \$2 million.</p>
Description	<p>The DLI supports the operationalization of an interactive statistical interface by DOS to allow users to query key statistical indicators (such as unemployment, labor force participation, and so on). This can be done according to user-defined cross tabulations, including gender, age, education-level, nationality and governorate. The DLI also supports the integration of administrative data on the platform from key line ministries to allow for a ‘one-stop shop’, with incentives for each additional line Ministry that is integrated. It consists of one prior result and three DLRs:</p> <p>DLR 9.0: COM submits the draft National Statistics Law to Parliament with selected provisions on the role of the department of statistics in accessing and validating administrative data as well as on public access to micro-data (prior result)</p> <p>DLR 9.1. DOS launches and publishes a statistical interface with key DOS and administrative indicators</p> <p>DLR 9.2 & 3. Access to selected anonymized micro-data for selected policy analysis and researchers, in line with the statistical law and government policy</p>
Data source/ Agency	<p>DLR 9.0 Cabinet decision.</p> <p>DLR 9.1: Dos interactive websiste</p> <p>DLRs 9.2 and 3: DOS online portal</p>
Verification Entity	KACE.
Procedure	<p>DLR 9.0: Verification of cabinet approval of the National Statistics bill and of its tabling to Parliament, as well as the inclusion of adequate provisions concerning the role of the the National Statistical Centre in accessing and validating administrative data, including public access to micro-data.</p> <p>DLR 9.1: Verification of the availability of indicators on the DOS interactive portal annually.</p> <p>DLR 9.2 & 3: Verification of access to micro-data in line with protocols using the ‘secret shopper’ approach.</p>

DLI 10 on Institutionalizing effective health data use	
Formula	<p>Scalable. The DLI disburses up to US\$8 million against four following DLRs:</p> <ul style="list-style-type: none"> - DLR 10.1 disburses US\$3.25 million against the establishment of the National HDQA framework and action plan, provided that the framework includes data effectiveness metrics for timeliness, availability, precision, reliability, and that the action plan includes targets set against the framework and activities to be conducted to achieve targets. - DLR 10.2 disburses US\$1.25 million for each HDQA evaluation, for up to a total of US\$2.5 million. - DLR 10.3 disburses US\$2 million against an improved score in the subsequent HDQA evaluation compared to the previous HDQA evaluation conducted under the HDQA framework (adopting the readily available international tool(s) as much as possible) — and conducted to assess data quality according to defined elements (that is, accessibility, accuracy, and timeliness). - DLR 10.4 disburses US\$0.25 million upon select key performance indicators (KPIs)²⁶ evaluated in accordance with the HDQA and published in the annual MOH report.
Description	<p>The DLI supports the adoption of a national HDQA framework and action plan for health data quality, including its use to inform better decision-making and monitoring over time. The results from regularly applying HDQA will feed into the policy dialogue to effect data use.</p>
Data source/ Agency	Publication by MOH of the HDQA evaluations upon completion.
Verification Entity	KACE.

²⁶ KPIs will be defined in the Program Operational Manual (including Verification Protocol).



Procedure	<p>DLR1: The defined HDQA framework will be verified to confirm that the tool uses international standards to measure data quality standards (for example, in terms of validity, integrity, precision, reliability, and timeliness). The HDQA will be verified to confirm it clearly articulates the principles of health data quality, health data governance and the data use framework. The IVA will conduct desk reviews, including for the quality assurance mechanism for data entry and data management at the facility level.</p> <p>DLR2: Verification entity will verify that the periodic HDQA evaluation has been completed and made available for public review (that is, disseminated, and published).</p> <p>DLR3: Review of HDQA evaluations across at least two reporting periods, verifying that they have been completed according to HDQA framework, asserting improved scores across the reporting periods, and that the findings have been disseminated to stakeholders.</p> <p>DLR4: Verification entity will review HDQA evaluations for the select KPIs, verifying that they have been completed according to the HDQA framework, and that KPIs have been published in the national annual MOH report.</p>
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ANNEX 2. SUMMARY OF TECHNICAL ASSESSMENT

Program Description

1. The Program consists of three Result Areas: 1) Service delivery; 2) Government effectiveness; and 3) Transparency and accountability, as well as several DLIs for each Result Area. It targets cross-cutting objectives and focuses on two critical, sector-specific ones for education and health.

Under **Results Area 1 on improving people-centric service delivery through digitalization**, the Program supports: (a) expanding trusted and inclusive access to people-centric digitalized services; (b) increasing the inclusive adoption of people-centric digital identity; (c) improving trusted, people-centric data sharing, and (d) digital transformation in health service delivery.

Under **Result Area 2 on government effectiveness**, the Program supports: (1) the professionalization of the civil service; (2) the establishment of an enabling foundational environment for digital transformation in the health sector; and (3) the digitalization of student assessments.

Under **Result Area 3 on transparency and accountability**, the Program supports: (1) the enhancing of e-information; (2) data accessibility; and (3) the institutionalization of the effective use of health data.

Strategic Relevance and Technical Soundness of the Program

2. The design of the Program is informed by extensive analytical background work, policy dialogue and operational experience with governance reforms, including digital reforms, in Jordan. The World Bank has commissioned a range of assessment reports regarding transparency and accountability systems (such as the 2007 Access to Information Law and the government's Grievance Redress platform called At Your Service) and service delivery (including e-service public value assessments, and the effectiveness of the judiciary system). Under its ongoing projects, the World Bank is also financing the commissioning by the GOJ of critical evaluations for the purpose of the operation, such as a taxpayer journey mapping by the Income & Sales Tax Department and e-services public value evaluations by MODEE. In 2022, the World Bank has also applied the Country-Level Institutional Assessment to Jordan. It has engaged in policy dialogue with the governmental committee, which drafted the Public Sector Modernization Roadmap. It also provided it with several on-demand policy briefs (for example, on performance management, the governance of public-private partnerships, the governance of accountability institutions and mechanisms, the planning function, the role and functions of the center of government, policy making, and change management). In addition, the Bank advised the Committee on Digital Transformation. Finally, the Bank is also engaged in policy dialogue and providing technical assistance regarding service delivery and the strengthening of statistical information under the Jordan Growth Multi-Donor Trust Fund (MDTF).

3. The operation is targeting people-centric outputs and outcomes of the Public Sector Modernization Roadmap to help strengthen social accountability through digital governance. This focus is warranted by Jordan benchmarking under a range of governance indicators presented in the full technical assessment.

4. Within the Public Sector Modernization Roadmap, the operation also aims at supporting the implementation of selected reform programs reflected in the government budget, that is, costed, budgeted, implemented by an established government entity, and targeting specific objectives. Most of those reform programs are financed by the budget which is program-based. Taken together, they add up to the government's program of expenditures. A few have been selected based on policy dialogue with implementing agencies (such as the PMO and Civil Service Bureau [CSB] on civil service



reform, the Ministry of Education on digital examinations, the Ministry of Health on the digitalization of the health sector, the Information Council regarding Access to Information) after ascertaining institutional capacity and fiscal resources.

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6. Result Area 1 on service delivery addresses one of the main strategic objectives of the Public Sector Modernization Roadmap and Digital Transformation Strategy, with a focus on increasing the inclusive adoption of people-centric digital identity, improving trusted, people-centric data sharing, and expanding trusted and inclusive access to people-centric digitalized services, including health services.

- **Jordan has been actively working on the digitalization of public services; however, user adoption remains low due to limited end-to-end service digitalization, low perceived relevance for many individuals and service providers, and eligibility restricted thus far to citizens.** The *Sanad* application implemented by MODEE includes digital identity (ID), electronic signature, and a personal document store, in addition to functioning as a unified online portal for accessing digitalized public services. Approximately 800,000 users (that is, around 7 percent of the population) have activated their *Sanad* accounts as of January 2024, which is far below the Government’s goal of 3.5 million active digital IDs by 2025. The limited adoption of *Sanad* is due to low perceived relevance for many individuals and service providers, as well as to eligibility restricted so far to citizens, thus leaving various demographic groups (such as non-Jordanians – amongst whom refugees, and military personnel) ineligible for a digital ID. MODEE plans to increase the uptake of *Sanad* by: (1) expanding eligibility and outreach to enroll additional users (for example, through the operationalization of new Government Service Centers (GSCs) or targeted visits to refugee communities); (2) introducing new features to enhance trust, interoperability, security, and people centricity, such as adding a mechanism to collect user consent for data sharing; (3) implementing a Digital Public Infrastructure (DPI)²⁷ ecosystem approach that is aligned with international good practice, to achieve effective, end-to-end, digitalized service delivery workflows. Taking a trusted, people-centric DPI ecosystem approach offers the opportunity to embrace international standards and open internet technologies by using trusted data for eligibility purposes, access control, and the provision of efficient, in-demand digitalized services. MODEE will be responsible for setting the DPI ecosystem’s rules, such as those for identification, authentication, and interoperability, and for ensuring all participants are aware of their responsibilities and act in compliance with DPI ecosystem requirements.

- **A trusted, people-centric DPI ecosystem approach enables the digitalization of services at scale and aligns Jordan with international best practice.** To create rich digital services, it is important that trusted data is available for eligibility purposes, access control, and efficient service provision. This is achieved in the DPI ecosystem through unique identification of persons and digital verification of their identity during service access (digital identity), as well as through consent-based data sharing from authoritative sources (data sharing). The sharing of personal data should be, where relevant and possible, under the control or consent of the data subject or person to whom that data relates. A person’s data is not necessarily all in one place or in one database, and in most cases, it is maintained by an authoritative source, such as a government ministry or a public entity. An example is a record of achievement in education (proof that the person has a qualification, such as a degree), a medical record (details of the person’s current medication and conditions), or an entitlement document, such as a national identity card (identifying the person’s legal name). Holding and managing all this data in a single database is impractical and creates security vulnerabilities. Sharing this data securely and reliably under the consent of the individual offers many advantages over silos of data and functionality. People should have the ability to manage their consent with a particular service or dataset, including the ability to review and revoke consent as necessary. Taking a

²⁷ Digital Public Infrastructure (DPI) refers to digital ID, payment, and data exchange capabilities that are fundamental to enabling service delivery at scale and supporting innovation in the digital economy. DPI provides reusable and foundational digital platforms that allow public and private sector service providers to build and innovate their products and services.



people-centric DPI ecosystem approach offers the opportunity to embrace international standards and open internet technologies to create a trusted data sharing capability as part of the implementation of the Digital Transformation Strategy. This includes technologies that encapsulate trust into the transfer of credentials, rather than the creation of new trust management systems that add operational overhead or risk. Approaches such as digital wallets and verifiable credentials in an open data sharing environment, alongside digital identity to provide proof of ownership for those credentials, come together into a complementary DPI stack that promotes trust in digital interactions. As part of its mandate to implement the Digital Transformation Strategy, MODEE will be responsible for setting the DPI ecosystem's rules, such as those for identification, authentication, and interoperability, and ensuring all participants are aware of their responsibilities and act in compliance with DPI ecosystem requirements.

- **The GOJ is operationalizing Government Service Centers (GSCs) nationwide to facilitate access to and build trust in digitalized public services.** GSCs promote a unified, efficient, inclusive, and citizen-centric approach for the delivery of national and municipal services from a single location, in addition to facilitating the activation of digital ID for first-time visitors and applicants to e-services. They also offer training on the use of digitalized services and provide the GOJ with in-person, real-time feedback on the quality and efficiency of digitalized service delivery. Since its inauguration in September 2022, the Amman GSC site — which offers over 100 services from 20 ministries and agencies — has had over 80,000 visitors and executed more than 170,000 transactions as of October 2023. A second GSC was inaugurated in August 2023 at Queen Alia International Airport, and the GOJ plans to have fifteen sites operationalized nationwide by the end of 2025. These GSCs will serve as an important interface for the Government's engagement with citizens and residents.

- **The Personal Data Protection Law, enacted in September 2023, incorporates key principles recommended under international good practice, such as the UN Principles on Personal Data Protection and Privacy and the EU's General Data Protection Regulation (GDPR), including legitimacy of the processing, purpose limitation, accuracy of personal data, and confidentiality.** The law also underscores the significance of the data subject's consent and determines the conditions under which such consent justifies the processing of personal data, including specificity, informativeness, expressiveness, and alignment with the purpose. In addition, data subject rights are clearly articulated, and sensitive personal data is distinctly defined and aligns with international good practice.

- **The Government of Jordan launched several national strategic plans in 2023 to improve the coverage and quality of healthcare services, including the efficiency and effectiveness of the health system.** Digital transformation is one of the priorities that would enable effective monitoring of population health trends, as well as the production and use of reliable and timely quality data for effective decision making at all levels. These include computerization of hospitals and medical centers; the development of an inventory management system; a human resource management information system; accounting/billing systems for healthcare facilities; the introduction and scale-up of telemedicine; improved data sharing, security, and privacy; and digitalization of people-centric services (for example, licensing and insurance card issuance). In line with the national programs, the following Result Areas will be prioritized for the World Bank's Program support: (1) improved governance in the health sector, that is, establishing a national framework for the HIE and improved data sharing; (2) rolling out an existing national electronic medical record system (that is, Hakeem) to all Ministry of Health (MOH) primary (comprehensive and primary), secondary, and tertiary healthcare facilities in all 14 health directorates; and (3) strengthening institutional capacity for effective and timely decision-making. The support is expected to promote a unified health system from the citizen and health-client information standpoint, as well as the enable the ability to target and effectively manage programs and the allocation of health resources. For example, this could include stronger referral systems that can support the transfer and referral of patient information across facilities and networks if all providers utilize the national patient record system through a HIE; the establishment of key foundational registries; and the building blocks for the integration of insurance schemes and claims across different health system elements.



6. The Program aims to address challenges that prevents Jordan’s health system to be more efficient and effective to provide people-centric quality services. According to the Global Digital Health Index (2018), Jordan has developed a more mature digital health landscape (with an overall score of 4 out of 5), compared to other neighboring countries, such as Iraq and Kuwait. However, due to multiple electronic information systems designed and operated in silos, data systems have been fragmented with inconsistent data quality. Other assessments also highlight areas for improvement, such as governance (for example, a lack of standards across different systems and enforcement), ICT infrastructure (for example, limited coverage of ICT equipment and broadband coverage at health facilities), and institutional and workforce capacity. Accordingly, the Program aims to address critical gaps by supporting the expansion, interoperability, and effective use of digital health information systems in Jordan. With Jordan’s mature digital health landscape, expected results from the Program will enable Jordan to establish a conducive governance environment for more transparent and effective integration of innovative technologies in the health sector. In addition, the Program builds on the legacy that Jordan had invested in during the last 10 years. As such, it would help to transform health sector service delivery and produce more quality data for timely decision-making. The Program aims to address critical gaps by supporting the expansion, interoperability, and effective use of digital health information systems in Jordan. The Program includes Results Areas that foster a foundational environment, thus enabling digital transformation at scale via the HIE and appropriate oversight, governance, and management mechanisms. Building on the strong interoperability layer, the national EMR system will be expanded to all MOH facilities at the primary, secondary, and tertiary levels. Currently, the Electronic Medical Records do not track refugee status, making it difficult to determine whether a registered non-Jordanian – including Syrian refugee patient is eligible for subsidized healthcare services. This contributes to the low uptake of health-services by refugees. Collected data from the national EMR will then be used to strengthen institutional capacity in data use through institutionalized data quality audits.

7. Result Area 2 on government effectiveness supports a cross-cutting objective of enhancing the professionalization of the civil service, including its digital literacy, as well as two sector specific strategic objectives, namely: improving student assessments through digitalization and enhancing the quality of health data.

- **Enhancing the professionalization of the civil service in Jordan is one of the main strategic thrusts of the Public Sector Modernization Roadmap.** It seeks to uplift the overall quality and efficiency of the civil service, thereby addressing the weak partnership with the private sector and civil society. As part of this initiative, the Government has set an ambitious goal to competitively recruit 100 percent of new civil service entrants by 2027 through competency-based promotions. This represents a significant shift, especially when considering that only 12 percent of recruitments currently are based on competency-based assessments. To further strengthen the reform, the Government has outlined pivotal milestones, such as the introduction of transparent career paths and the formation of a job competencies system by May 2024. A competency assessment center, expected to be operational by September 2024, will be instrumental in enhancing both recruitment and promotions. This approach resonates with the identified need for effective public institutions and responsible, competent civil employees who can translate national visions into actionable policies and plans. Moreover, in keeping with global technological trends and the recognition of Jordan's rank in the electronic government development index, capacity-development programs will be facilitated through the Institute of Public Administration (IPA). These programs will emphasize enhancing digital literacy, ensuring that public officials are equipped to utilize technology effectively. In tandem, a focus on gender sensitization will foster an inclusive work environment, aligning with the need to bolster citizen trust and confidence in government institutions.

- **The government has demonstrated a renewed commitment to reform the content, modality, and purpose of the General Secondary Examination (*Tawjihi*), which remains the single most influential and decisive high-stakes exam in**



Jordan’s education system. This examination has been used for decades with the dual purpose of being a gateway to high school (upon achieving a passing score), and to determine the admissions track to higher education. The Government has recently approved a comprehensive reform plan for the *Tawjihi* to separate the dual function of the exam and have it administered over two years (during grades 11 and 12). This change will provide students with greater flexibility and ensure that secondary graduates receive a certificate upon completing their education, regardless of their *Tawjihi* result (if they opt to sit for the exam). The reform also includes plans to digitalize the exam and establish assessment centers for administering the digitalized *Tawjihi*. The objective of digitalizing the *Tawjihi* is to address several shortcomings present in the current paper-based version of the exam. These include the following:

- The lengthy process involved in conducting paper-based exams, including tasks such as preparing exam papers, administering them, correcting answer sheets, and extracting results. This process can take up to 5 months for each round, making it challenging to hold the exam more than twice a year.
- The psychological and societal stress associated with the examination, which sometimes requires the involvement of state agencies.
- The significant cost associated with conducting the General Secondary Examination in its current format, which would reach over JOD 20 million (over US\$ 30 million) per year. The supervision budget is particularly high because every 15 students must have 2 supervisors in the same room to limit cheating incidents as much as possible.
- Variations in the difficulty of exam papers and pass rates across different rounds. This variability is attributed to the fact that exam paper questions are untested, and their difficulty depends on the judgment of those who create the questions.
- The simultaneous announcement of results for all students and subjects, which puts strain on government agencies in managing public feedback. This includes dealing with increased road traffic and potential internet crashes.

8. Result Area 3 on transparency and accountability supports e-participation, the government’s open data agenda and the enhancement of data quality in the health sector.

- **Regarding e-information, the electronic participation policy approved by the GOJ in 2021 has yet to be implemented and the 2007 Access to Information Law, as amended in 2024, has yet to be enforced.** As a result, Jordan lags regional best performers under the e-participation indicator of the UN’s E-government Readiness Index. Also, even though Jordan was the first country in MENA to legislate the right to information, it ranks amongst the 10 least-performing countries the Right to Information Index (RTI) published by is badly rated by the Centre for Law and Democracy. It has particularly room for improvement on the right to access to information and on sanctions for non-compliance with legal requirements and protection of applicants. The GOJ tabled amendments to the Parliament in 2019 to address significant weaknesses and loopholes in the initial legislation. This should lead to a significant improvement in Jordan’s rating under the RTI.⁴ Those amendments include: (1) open the Information Council, which oversees the enforcement of the law to Civil Society Organizations (CSOs) and strengthens its oversight responsibility; (2) frame exceptions to access to information for national security reasons; (3) mandate proactive information disclosure and the appointment of information officers in all departments; and (4) shorten delays to respond to requests for information. Those amendments have not yet been passed, but they have been tabled again in the fall of 2023. In the meanwhile, the GOJ has approved enforcement procedures under an executive order (called protocol²⁸), which even though limited in its scope, contains important requirements on access to information online. Specifically, it prescribes that government entities should post electronic forms for citizens and businesses to file online requests for information and ensure on time follow-up; publish on their website information frequently asked for and proactively disclose on their website a list of disclosable information (specified in another Protocol

²⁸ See [Protocol on procedures for implementing the law guaranteeing the right to access information](#).



on Information Classification, also approved by the government in 2020). The government also mandates the Information Commission to elaborate and apply a performance indicator for the enforcement of the right to information capturing: (1) the timeliness of government responses to requests for information; (2) applicants' satisfaction with the quality of information provided; and (3) the range of information proactively disclosed. The Program supports the strengthening of the policy, regulatory and institutional framework for the strengthening of e-information. It does not entail any significant technical challenges in that regard.

- **Regarding interactive statistical data, the Program supports the government objective stated both in the Economic Modernization Vision and the Public Sector Modernization Roadmap to “empower a public data agency responsible for data availability, access, and decision-making support” called a national statistics center.** The government is currently reviewing the draft national Statistics to clarify the responsibilities of the Department of Statistics, including that it is to approve the definitions, classifications and technical standards for statistical units in all government departments. As part of the EMV, it is also establishing an interactive data center. A number of MOUs were signed to allow regular and timely access to the latest and legally permissible government data sources. The law also authorizes the sharing of anonymized data for the purposes of study and scientific analysis. Therefore, the Program incentivizes the establishment of an online portal with clear protocols for requesting data access for research or policy-relevant analysis. These reforms set the building blocks for the interface and protocols for data access, which will facilitate data transparency and accessibility.

- **Regarding health data quality enhancement, the Program aims to address identified challenges in terms of availability, efficiency and regular reporting of health data by medical staff.** According to a 2021 assessment report, health data management is undermined by: paper-based forms; poor quality of data submissions; delays in the submission of data; no standard procedures for reporting at regional IT directorates; and detailed and time consuming data reporting processes²⁹.

Institutional Framework

9. Responsibilities for Program implementation are clearly assigned across implementing agencies, and they are in alignment with their respective mandates under the government reform agenda. Institutional arrangements are described in the main text. Mobilized institutional capacity and interagency coordination are limited; however, they will be strengthened through the Program and by leveraging parallel technical assistance. Further details are provided in the full technical assessment.

Program Expenditure Framework

10. Regarding the implication of the fiscal context for the PforR and any impact of the PforR on the fiscal outlook, the Program expenditure framework is fully informed by the current context of fiscal consolidation; as such, it should not be impacted by the fiscal outlook of further consolidation. It only amounts to a very small percentage of current and projected public expenditures (less than one percent). It essentially consists of recurrent expenditures (to the exclusion of subsidies), which are projected to increase slightly in the next five years (that is, by 19 percent in nominal terms). It is not expected that further fiscal consolidation should impact it for three reasons: (1) It is narrowly limited in proportion to budget expenditures; (2) It does not call for a significant increase in appropriations; and (3) It does not include sizeable capital spending or subsidies, which are the variables commonly used for fiscal consolidation in Jordan. It also consists of budget expenditures deemed strategic for the implementation of the government's economic strategy and reform agenda. It does not require any additional spending than what is already budgeted (and extrapolated beyond the medium-term

²⁹ Global Affairs Canada, 2021, Assessment of the Ministry of Health (MOH) technical and infrastructure needs, and human resource capacities related to Health Information System (HIS) management at the primary and secondary healthcare level.



fiscal framework, based on the 2024 budget). On the contrary, it should lead to enhanced cost efficiency in the provision of services, including in health and education, thereby helping to alleviate the fiscal burden of service delivery.

11. The Program’s expenditure framework supports two of the growth drivers (called Smart Jordan and Future Services) of the Economic Modernization Vision, which aims at doubling Jordan’s annual growth rate, thus helping to improve Jordan’s fiscal outlook. By improving the output and outcome efficiency of public spending, it can help the government to better control recurrent expenditures and improve expenditure effectiveness. Also, the Program expenditure framework falls well within fiscal projections. As such, it does not entail any significant increase in expenditures and should not increase the debt service ratio in the short term.

12. Regarding the budget structure and classification, it allows for the economic, administrative and functional categorization and tracking of expenditures under the Program’s expenditure framework, which is in compliance with international public sector accounting standards (IPSAS). As reflected in Table 1 below, the Program’s expenditure framework builds on the identification of implementing agencies, their relevant budget programs and relevant budget lines (disaggregated into recurrent and capital expenditures) within selected budget programs. The classification of expenditures allows for adequate budget formulation, tracking, reporting and auditing of expenditures. Regarding budget classification, Jordan’s rating has been upgraded from a D to an A under the Public Expenditure and Financial Accountability (PEFA) Assessment in 2021. It characterizes the economic classification of expenditure as “complete”. External auditing of ongoing PforRs is timely and acceptable to the World Bank.

14. Reporting on service delivery outcomes is can be further improved. As mentioned in the 2021 PEFA Assessment, “for the purposes of the budget documentation all the activities of all Ministries or Departments are broken down into programmes, with key performance indicators (KPIs) setting out the actions to be undertaken and the outputs produced”, and the appropriation law reflects performance achieved in previous years and targeted in the next two years. “But they are not generally specified in terms of outcomes (e.g. reductions in the incidence of diseases, increase in the number of students achieving specific academic standards).” Also, information concerning resource allocation to front-end service providers and performance auditing of the budget are still scarce (resulting in a rating of a D under the 2021 PEFA Assessment).

15. Regarding the Program’s financial sustainability and funding predictability, budget predictability is good. According to the 2021 PEFA Assessment, Jordan is rated an A for the aggregate expenditure out-turn as compared to the original approved budget. It is rated a B for both the expenditure composition outturn by functions and economic categories. The execution rate of recurrent expenditures, which amount to most of the Program’s expenditure framework, is maximum, whereas cash rationing remains a significant constraint. The main variable of adjustment of budget execution is capital spending, and its execution rate varies widely. Cash is released to government entities monthly by the Ministry of Finance. The Program aims at securing the MOF’s release of the budget lines deemed critical to the achievement of targeted results and vulnerable to cash rationing (as in the health sector).

16. Regarding the adherence of the budgeted Program expenditures and its execution of the government’s priorities, the Program’s expenditure framework consists exclusively of actually budgeted expenditures, which are selected as deemed necessary to the achievement of the government’s public sector modernization and digitalization agendas. In the budget of implementing agencies, it is narrowed down to a few budget lines under relevant budget programs selected for their relevance to the objectives of the Program. Also, identified budget lines have a good record of execution, as already noted.



17. Regarding the efficiency of Program expenditures, the Program’s expenditure framework consists exclusively of selected productive expenditures in the national budget earmarked to the implementation of relevant budgeted programs of implementing agencies. The Program’s expenditure framework is earmarked to the achievement of critical results under the government’s growth and development strategy and reform agenda, and it is deemed result efficient. It does not include the financing of large, cross-cutting operating costs, and it should even allow for substantial savings as in education and health service delivery. This would be achieved through sectoral digitalization. Its main components are detailed below in Table 7.

Table 1: Detailed Program Expenditure Framework

Agency	Budget programs	Expenditure Category	Budget Lines (2024 Budget)	Budgeted Amount in 2024	Government program in JOD	Government program in US\$	Result Area
MODEE ¹	E-government program	Current Expenditure	5520 - 010-2211; & 016-2111		2,933,333	4,133,067	1
		Capital Expenditure	5520 010-2211; 016-2111; 017-2211; 023-2211; 028-2822; 051-211; & 053-2211	-	13,773,333	19,406,627	
PMO ²	Public Sector Modernization roadmap & Deve	Current Expenditure	0330 009-2111; & 001-2822	22,550,000	172,900,000	243,616,100	1, 2, and 3
		Capital Expenditure				-	
MOE ³	General Secondary Education Examination & Maintenance and repairs for the secondary education buildings	Current Expenditure	4430-603-2111; & 4450-603-2211	-	67,945,000	95,734,505	2
		Capital Expenditure	4430 007-2211	-	4,500,000	6,340,500	
SPAC	Administrative and Support Services program; Completing the Human Resources Administration Information System Project/ Stage 2; Automation and E-services project; & Personnel Affairs and Public Job Administration project	Current Expenditure	0910-601-2111/2121/2211/2821; & 0915-601-2111/2121/2211/2821	2,496,000	20,060,500	28,265,245	2
		Capital Expenditure	0915-002-2211/3111	135,000	1,290,000	1,817,610	
DOS	General census of population and households	Current Expenditure		-	-	-	3
		Capital Expenditure	3105-007-2822	7,000,000	24,000,000	33,816,000	
MOH	Within Administration and Support Services program: Ministry of Health computerization; Supporting Jordan Center for Disease Control; Computerizing hospitals and health centers; Health sector computerization/Hakeem; & Computerizing hospitals and health centers	Current Expenditure		-	-	-	1 to 3
		Capital Expenditure	4601 008-2211; 011-2211/3111; 015-2632; & 018-2211 & 4615-045-2211/3111/3112/3222	10,550,000	82,650,000	116,453,850	
Total		Current Expenditure		25,046,000	263,838,833	371,748,916	
		Capital Expenditure		17,685,000	126,213,333	177,834,587	
Grand Total				42,731,000	390,052,167	549,583,503	

Source: Bank staff calculation

Note: Indicated budget codes consist of 4 first digits for chapters. The following 3 digits are for programs and the last 4 digits are for the budget line itself.

- 1) Since MODEE’s budget program is included in eligible expenditures of YTJ, which closes at the end of February 2027, it is only included in the program of expenditure from March 2027 until Program closure.
- 2) The PMO budget line on Public Sector Modernization qualifies as current expenditures.



3) The MOE’s budget program is already included in the program of expenditures of the Jordan Education Reform PforR, which closes at the end of May 2025. Accordingly, it is only included in the program of expenditures of this PforR from June 2025 until Program closure.

Result Framework and M&E Capacity

Result Framework

18. Targeted results have been calibrated to be achievable, while also being reasonably ambitious from the perspective of further achievements in the longer term. They closely align with the government’s officially stated objectives of its three relevant strategic documents. They have been calibrated based on the assessment of its institutional capacity to deliver on its commitments, and they are deemed achievable within the Program’s timeframe. Most targeted results are already pursued by the government under ongoing activities, and they have been partially achieved (as in the case of access to e-services and digital identity, the professionalization of the civil service, the digitalization of the health sector, enhancing of e-information, and so on). The Program supports their further achievement. Although the Program is not formally part of a multi-phase approach, it is construed as the first phase of further World Bank operations, which may be built on while reaching beyond its targeted results. Table 8 illustrates the longer-term achievements contemplated when designing the Program.

Table 2: Contemplated Results over the Timeline of the EMV.

	Phase 1: JPCDG PforR 2024-28	Phase 2: Follow up operation(s) 2029-2033
Result Area 1 on service delivery	<ul style="list-style-type: none"> - Expanding trusted and inclusive access to people-centric digitalized services. - Increasing the inclusive adoption of people-centric digital identity - Improving trusted, people-centric data sharing - Full coverage and operationalization of electronic medical records. 	<ul style="list-style-type: none"> - End-to-end, trusted, people-centric, fully digitalized service journey. - Improved patient management and access to e-services.
Result Area 2 on government effectiveness	<ul style="list-style-type: none"> - Mainstreaming of competency-based HRM, including through enhanced digital skills in the civil service. - Digitalization of the student exam. - Improved exchange of health information. 	<ul style="list-style-type: none"> - Mainstreaming of competitive recruitment and performance-based promotion to lower categories of personnel. - Further digitalization of education. - Strengthened monitoring of the performance of health service providers.
Result Area 3 on transparency and accountability	<ul style="list-style-type: none"> - Enhanced e-information. - Expanded access to user-friendly and interactive statistical data. - Use of enhanced health quality data. 	<ul style="list-style-type: none"> - Enhanced e-participation of two other dimensions, namely: public consultation and participatory decision making. - Enhanced data-based policy dialogue and decision making. - Improved evidence-based public health policy making.

19. Targeted results are deemed achievable by implementing agencies; however, some call for interagency coordination across the government. In the education and health sector, targeted results fall essentially within the ambit of the line ministries. Regarding e-services and DPI, MODEE’s coordination with service providers will be critical. The DLIs on E-participation and interactive statistical data also call for the cooperation among line ministries and agencies across government. It is expected that the active involvement of the PMO will foster the necessary interagency coordination within and beyond the reach of the Program.



20. Targeted results may be impacted by the exogenous risks identified in the Program's integrated risk assessment. Increasing security concerns triggered by the ongoing conflict may distract government attention and fiscal resources, while climate change is not expected to impact the achievement of results.

M&E Capacity

21. The Program's M&E framework leverages government monitoring systems, which ensures adequate measuring and reporting of progress toward the targeted results. Indicators to measure process, output and outcome level results are deemed specific, measurable, attainable, relevant, and timely (SMART). Across the Result Areas, reporting on progress will be based on information and data generated by the very same IT infrastructure mobilized for the achievement of results, as follows: *Sanad* for DLIs 1, 2, and 3 on access to e-services, digital identity, and trusted, people-centric data sharing; the EMR system for DLI 4 on the management of electronic medical records; the HRMIS for DLI 5 on the professionalization of the civil service; the Education Management Information System (EMIS) for DLI 7 on the digitalization of general secondary education exam; the PMDU internet portal for DLI 8 on e-participation; and the DOS interactive internet portal for DLI 9 on interactive statistical data. In other cases (DLIs 6 and 10 on health information exchange and quality data), results are not incremental. As such, they do not require continuous monitoring and can easily be reported on by the implementing agency (MOH) once achieved through analog reporting.

22. The PMU will ensure Program monitoring by collating information from implementing agencies, and it will leverage monitoring of the implementation of the government economic reform agenda at the apex of government. This monitoring institutional set up has been tested under the Jordan Transparent, Inclusive and Climate Responsive Investment PforR. It proved effective to some extent in that it monitors the achievement of targeted results accurately; however, it does not help inform policy dialogue on their impact. In order to mitigate this significant limitation, the Program will both leverage and enhance the monitoring of the implementation of the Economic Modernization Vision by the PMDU, as well as its reporting to the public about it. In doing so, the Program will also help to strengthen this monitoring system by supporting its focus beyond the monitoring of activities (and compliance with the workplan approved by the cabinet) to monitor their impact for the public in terms of outputs and outcomes.

23. The institutionalization of program and policy evaluations is limited in Jordan, but the Program mobilizes existing institutional capacity to help enhance them further. It will call on the Jordan Economic and Social Council (ES CJ), a semi-autonomous government entity comprised of representatives from civil society, the business community and the public sector, to conduct impact assessments of achieved results during Program implementation. In addition, it mobilizes the expertise of the King Abdullah Centre of Excellence (KACE) to help assess the capacity of implementing agencies and address identified implementation bottlenecks within the government machinery. Impact assessments by the ESCJ and institutional assessments by the KACE will be financed by the GIZ.

Economic Justification

24. The economic justification of the Program rests on its expected impact on the implementation of the Economic Modernization Plan. It should strengthen the effectiveness of the government delivery mechanisms for economic modernization by: (i) improving the output and outcome of public expenditures; and (ii) enhancing access and quality of service in strategic areas targeted by the Economic Modernization Vision under its welfare pillar. (See paragraph on Economic justification in the main text).



25. **Maintaining Syrian refugees access to livelihood opportunities, the Program should also generate inclusion dividends for the economy of Jordan.** Recurrent costs of hosting Syrian refugees in Jordan are estimated at US\$1.23 billion a year, or about 2.1 percent of Jordan’s GDP³⁰. Yet, these costs are half as much as they would be if all refugees lived in camps with no sources of income.

26. **The Program could potentially result in and benefit from the mobilization of private capital for the provision of government digitalized services; however, it is not co-financed by a private entity or directly aimed at facilitating private investment.** This is an option that the GOJ is contemplating for the management of the Government Service Centers to be deployed in each governorate, including the provision of e-health services. However, no co-financing by a private entity, direct or indirect, is contemplated, and the Program does not qualify for **Private Capital Mobilization (PCM) tagging**. At this stage, the government does not have clear and credible plans to introduce a private sector solution within the scope of the Program. No binding constraint to a sustainable private sector solution — whether physical, operational, policy, legal, regulatory, institutional, or related to other enabling environment factors that affect private investment and commercial financing — is addressed by the Program, nor monetary value of private investment captured in its results framework. Accordingly, the Program does not qualify either for **Private Sector Enhancement (PCE)**.

27. **The Program also entails significant adaptation and mitigation climate co-benefits.**

Table 3: Climate co-benefits.

Results Area and DLIs	Mitigation co-benefits	Adaptation co-benefits
Results Area 1 on improved service delivery through digitalization: DLI 1, 2 and 4	These DLIs support a large scale transformation of service delivery and operations, i.e. supporting GOJ in reaching its target of 3.5 million active digital IDs and expanding adoption of Sanad, digital payments etc. Moreover, under DLI 4 telemedicine and EMR will substantially reduce travel and paper use in the long term, leading to a net GHG emissions. The three DLIs support first of its kind digital transformation for minority groups which didn’t have access to digital services, in particular women and non-Jordanian refugee population. In absence of this digital transformation, at least 3 million people would continue using paper-based systems and having to travel repeatedly to public service offices and health centers.	With the EMR platform, beneficiaries will have access to digital health services, such as booking appointments, reviewing laboratory diagnostic results, etc. Hence, with the Program support, beneficiaries (who have electronic medical records at the platform) will be able to make an informed decision on own health status and seek necessary care by reviewing laboratory results on climate-induced diseases and making necessary follow up appointments with healthcare providers.
Results Area 2 on enhanced government effectiveness through digitalization: DLI 5 & 7	Those DLIs support a large scale transformation of student assessment which will substantially reduce paperwork (see para below on reform of General Secondary Examination); and information exchange in public health	Jordan is vulnerable to climate-induced diseases (due to extreme heat, vector borne and/or water borne diseases which are exacerbated by climate-induced floods, for example). Digitalizing medical records, enabling monitoring beneficiaries’ health online and improving interoperability under this DLI will build the foundation for early warning system in healthcare sector for infectious and climate-induced diseases.

³⁰ See Knippenberg and Hoogeveen, “Cost of Hosting Refugees in Jordan,” forthcoming.



	<p>They will support the financing of servers at the facility level in education and health, and entail the procurement of IT equipment, which will have to comply with energy-saving and carbon-emissions requirements for IT hardware under Jordan’s Regulation on the Procedures and Means of Energy Rationalization and Improvement of Energy Efficiency issued in accordance with Article 18 of the Renewable Energy and Energy Conservation Law No. 13 of 2012.</p>	<p>Regarding resilience to climate risks, the GOJ’s 2020 Cloud Policy mandates that MODEE “develop the Government Private Cloud to ensure the delivery of effective and safe cloud services, in addition to developing the efficiency and security of the Secure Government Network [and] managing and providing the current cloud services in addition to developing new cloud services for government entities such as the Security as a Service (SecaaS) and Disaster Recovery as a Service (DRaaS) and data storage service (Government Drive).” The government cloud is protected against climate-induced disasters. The only IT system that will be supported by the Program, which is not anchored to the government cloud, Hakeem in the health sector, is also protected against disaster risks, including those triggered by climate change, through a separate disaster recovery data center.</p>
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ANNEX 3. SUMMARY FIDUCIARY SYSTEMS ASSESSMENT

1. The World Bank conducted a Fiduciary Systems Assessment (FSA) to confirm that the Program’s fiduciary systems provide reasonable assurance that the financing proceeds will be used for intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency, and accountability. The FSA was completed based on a PFM institutional capacity assessment of the implementing agencies (including the Prime Ministry’s Office (PMO), the Ministry of Planning and International Cooperation (MOPIC), the Ministry of Health (MOH), the Ministry of Education (MOE), the Ministry of Digital Economy and Entrepreneurs (MODEE), and the Civil Service Bureau (replaced by the Service and Public Administration Commission (SPAC) effective January 1, 2024), as well as knowledge of Jordan’s PFM and public procurement systems. The FSA also reviewed the existing analytical and diagnostic analysis, published information, and reports.

Risk Assessment

2. The overall fiduciary risk of the Program is rated as “Moderate.” The overall Program’s fiduciary framework is assessed as adequate to provide reasonable assurance that the Program’s financing proceeds will be used for intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency, and accountability. Key risks have been identified and those that could potentially impact the Program are detailed in the risks section.

3. The following risk mitigation measures are proposed: (1) The Bank team will review the annual budgetary allocations of implementing agencies; (2) Special annual reports on arrears will be submitted to the World Bank for monitoring purposes; (3) The implementing agencies will use an electronic system to manage their contracts, and it will be interconnected to the Government Financial Management Information System (GFMS); (4) Procurement plans will be based on annual work plans of different agencies; (5) MOPIC will coordinate and monitor the overall procurement plans; (6) Timely recording of procurement transactions will be ensured; (7) Capacity building of procurement departments will be done through training on Procurement Bylaw No. 8/2022 and e-procurement (JONEPS); (8) Complaint records will be uploaded and published on JONEPS; (9) Implementing agencies will appoint qualified technical specialized staff for drafting bidding documents; (10) Coordination and integration of the Program will be done by a central agency, such as MOPIC, for Results Areas involving multiple agencies.

Planning and Budgeting

4. The assessment confirms that Jordan’s budget systems are adequate for the Program. Implementing agencies use the GFMS for budget preparation and execution. The GFMS is fully utilized for budget execution, but not for budget preparation, given that manual interventions with various IT tools are being used. The GFMS offers limited functionalities include: (a) the presentation of an initial policy-focused budget submission; (b) the entering of multiple quarters and multi-year commitments; and (c) capturing and populating the outstanding commitments and outstanding invoices for arrears monitoring. As a result, arrears have continued to be a problem. Jordan’s budgetary central government budget classification meets Government Financial Statistics/ Classification of the Functions of Government standards.³¹ These classifications are included in the current chart of accounts, allowing for all transactions to be reported in accordance with the appropriate standards. The budget is published on the GBD’s website (www.gbd.gov.jo). The final accounts and the monthly General Government Finance Bulletin, which include budgetary government finance statistics aggregated according to the economic and functional classifications), are also published on the Ministry of Finance’s website.

³¹ Jordan: Public Expenditure and Financial Accountability (PEFA) Assessment (2022).



5. In 2022, the MOF introduced a major enhancement in relation to the Budget Law, which combined the central government and the independent public institutions' budget laws into one. Previously, there were two budget laws, one covering the central government and another for public governmental institutions. The most recently issued budget law for 2023 combined the central government and independent public institutions. It is arranged by sectors, including public administration, security and defense, judiciary and religion affairs, financial management and planning, tourism, investment, industrial development, infrastructure and local development, agriculture and natural resources, health and social development, education, human development, and youth and culture.

6. The 2022 Public Expenditure and Financial Accountability (PEFA) Assessment confirmed that Jordan maintains a high budget control standard. This is also supported by the budget performance analysis conducted for implementing agencies, which indicated minimal cases of deviation of the actual expenditures from the original budget. The 2022 PEFA Assessment reported a positive aspect concerning the limited use of the practice of charging expenditures to a contingency vote, which accounted for an average of only 0.6 percent of total expenditures in 2018-2020.

Procurement Planning

7. According to Article 4 of Procurement Bylaw No. 8 of 2022, government agencies, including all government entities, are required to prepare an annual procurement plan to control public expenditures. The plan should be prepared before the end of the fiscal year, following the procedures for the annual budget. The agency must publish a summary of the plan on its official website and the e-procurement portal. The plan is also available on the JONEPS website. To meet this requirement, the Procurement Policy Committee issued a policy note on procurement planning, outlining the objectives, requirements, and template for the plan. This allows for data extraction and performance monitoring. However, the linkages between procurement planning, budget preparation, and execution are currently not ensured. The government publishes budget allocations and execution information separately. Procurement and budget plans have different cycles and operate according to multi-year and one-year commitments, respectively. For contracts that are intended to be completed in the same year, a financial commitment is provided as a condition for contracting and guaranteeing disbursements during the year. For contracts extending for more than one year, the government provides an "intention for committing" over the said years, which is the condition for contracting. This intention for committing used to be automatically carried out through the said years. Currently, at each year's budget preparation/clearance, the budget commitment is reconfirmed for those "ongoing" contracts, and commitment is renewed/ reconfirmed.

Procurement profile

8. Procurement Exclusion: It is foreseen that no exclusion will be observed since all individual contracts under this Program are deemed to be estimated below the Operations Procurement Review Committee thresholds of the following values: (1) works of US\$115 million equivalent; (2) US\$75 million equivalent for goods, (3) non-consulting services for US\$75 million equivalent, and (4) consulting services for US\$50 million equivalent.

9. Procurement Categories of the Program activities include supply and installation of goods and IT systems, technical assistance, and consulting services.

Budget Execution

Treasury Management and Funds Flow

10. The Program will follow Jordan's treasury management, which was found acceptable for the operation. All participating ministries in the PforR have their transactions implemented through the Treasury Single Account, which



covers the main budget and the GFMS. The bank reconciliation takes place daily. By-Law No. 3 of 1994 and the associated implementing instructions require monthly reconciliations to have been completed by budgetary institutions, including at the governorate level, by the end of the first week of the following month as a condition for receiving the next cash release. There have been no delays in transferring the cash releases by the MOF to participating ministries in the Program. The Central Bank of Jordan (CBJ) maintains all Treasury accounts, to which the MOF has real-time access. A daily report by the CBJ allows the Treasury to know the source of all financial transactions. The funds of the World Bank will be transferred to the Treasury's current account at the CBJ. The MOPIC will be responsible for submitting withdrawal applications, including the necessary supporting documents evidencing DLR achievements. Suspense accounts are reconciled annually, but there are significant uncleared balances outstanding. In general, it can be concluded that reconciliation takes place annually within two months of the end of the financial year. However, the existence of very long-standing balances that have not been cleared means that it cannot be concluded that all suspense accounts are cleared in a timely way.

Accounting and financial reporting

11. The assessment concluded that the accounting and financial reporting systems are acceptable for the Program's purposes. All line ministries, including implementing agencies, submit a monthly financial position to the GBD/MOF presenting their data according to administrative, economic, program, funding, and geographical classifications. The only expenditure of bodies controlled by the central government not reflected therein is that of the 10 public universities, whose expenditures in 2020 were equivalent to approximately 5.4 percent of the total budget expenditures. In-year budget reports are published in the monthly General Government Finance Bulletin within four weeks of the end of the month. They have become more informative as in-year internal reports show a breakdown by economic, administrative, programmatic, and functional classifications. However, they only cover payments and no commitments.

12. Annual financial statements cover revenues, expenditures, financial assets, liabilities, guarantees, long-term obligations, and cash balances comparable with the approved budget. The Ministry of Finance is required by law to "submit to the Audit Bureau the final account of each fiscal year within not more than six months as of the date of year ending." The latest annual financial statements for the year ending December 31, 2022, were submitted to the Audit Bureau without delay. Consistent standards have been applied. The final accounts are published on the MOF's website. The government's consolidated financial statements are prepared according to International Public Sector Accounting Standards (IPSAS), and the Jordan Audit Bureau issues an audit opinion. There is a clear Audit Bureau opinion confirming that cash based IPSAS were applied.

13. The MOF keeps a record of expenditure arrears reported by line ministries (including those ministries included in the Program), in conformity with the new Organic Budget law. Despite GFMS having a commitment control module, it is not utilized. The implementing agencies use Excel sheets to record commitments and follow up on payments. To enhance commitment controls, an electronic system should be used by the implementing agencies to record and report on commitments and be financially linked to the GFMS. Until the latter is achieved, annual reports concerning commitments and arrears for the participating line ministries will be collected by MOPIC and submitted to the World Bank within 45 days.

14. The MOF recognizes that accrual-based reporting is strategically important and would require the identification and valuation of all fixed assets, including their age and their use, which can only be achieved over a considerable amount of time. Some work has been initiated to review each Ministry's assets. Each entity maintains a register of its assets, including their age and use.



Procurement Processes and Procedures

15. Procurement procedures and processes are implemented in accordance with Procurement Bylaw No. 8 for 2022 and associated instructions. Procurement arrangements include both centralized and decentralized procurement. For government agencies, including line ministries and other entities, procurement is centralized at the General Tendering Department (GTD) for the procurement of works estimated to cost equal to or more than JOD 500,000 (US\$ 704,226) and related technical consultancies estimated to cost equal to or more than JOD 50,000 (US\$70,423), and at the General Procurement Department (GPD) for supplies, non-consulting services and consultants' services estimated to cost an amount equal to or more than JOD 60,000 (US\$84,507). The Procurement Bylaw also provides for the option of establishing a Special Tenders Committee to handle procurement processing regardless of the estimated cost, and without the need to go through the GTD and GPD. The JONEPS platform is operational, and JONEPS is being gradually deployed. It is currently used by the GTD and GPD and 22 agencies. Full deployment at the level of the ministries is planned by 2025. Capacity building and professionalization of the procurement workforce will require a few years to be completed. Therefore, weaknesses persist throughout the procurement cycle.

67. Currently there is no systematic monitoring of procurement performance and data regarding procurement transactions in implementing agencies; data is incomplete and mostly kept in paper form. Procurement-related records (from advertisements to final invoices) are also maintained in hard copy. The execution of Program procurement transactions through the JONEPS will ensure the systematic tracking, recording, and processing of procurement. It will also facilitate the enhancement of procurement performance and the retrieval of procurement records when needed. The JONEPS developed a contract management module. However, it is not fully operational, and it is being enhanced to accommodate works contracts as well. In parallel, the JONEPS is having discussions with the GFMS to develop an Application Programming Interface (API) to connect both systems and consolidate data. Once the contract management function is tested, consolidation will be meaningful.

68. According to Article 84 of the Procurement Bylaw No. 8/2022, Jordanian courts will be referred to for the settlement of disputes during the execution of contracts. However, the contract may provide other dispute resolution methods, starting with amicable settlement and escalating to arbitration. The contracting parties may have recourse to a third party for the settlement of disputes using conciliation and mediation. This could be done by appointing dispute experts or dispute review boards, along with the related appointment procedures for such conciliators.

Internal Controls and Internal Audit

69. The overall control environment continues to be acceptable for Program implementation. Internal controls and the internal audit function are governed by the applicable Financial By-law (1994) and its Amendment (2015) and the Financial Control By-law (2011) and its Amendment (2015). Each ministry has its own internal audit unit in the Finance Department, and an Internal Control Unit (ICU) is responsible for the effective operation of the internal financial control system. In the ministries participating in the Program, there is also a financial control unit comprised of employees from the MOF, which performs a financial controller function. The MOF also has a central ICU that ensures that line ministries' ICUs implement correctly and fully the provisions of the government control system.

70. Given the extensive attention paid to pre-audit verification of payments, it is to be expected that compliance rates with rules and procedures will be high. There is a robust, arguably excessive, system of internal controls for non-salary spending. It is based on prior approval and internal oversight in government ministries under the external oversight of the MOF. The MOF-assigned financial controllers oversee transaction-based compliance controls over payments, the recording of transactions, and the production of periodic and final accounts. In practice, no payments can be authorized and processed before financial controllers verify and sign off on payment vouchers. In addition to resident MOF financial



controllers, implementing agencies have internal auditors who mainly perform the job of internal/financial controllers. Internal audit activities are primarily confined to ex-ante review of receipts, expenditure vouchers, and disbursements. Internal audit activities are, in this case, not designed to comply with practices and standards promulgated by international standard setters. Ultimately, there appear to be excessive ex-ante controls by the MOF's financial controllers and internal auditors. Internal audit activities are focused primarily on financial, legal, and administrative compliance. Although there is a commitment to the application of international internal audit standards, the work emphasis across the government tends still to be more on compliance rather than on the performance of systems and the assessment of risks.

Payroll

71. The assessment confirms that the implementing agencies have acceptable payroll management systems is in place for the Program. Payroll is administrated by the payroll department at the Directorate of Employees Affairs (HR) at each implementing agency. The payroll systems have a good degree of integration and reconciliation between the position controls, personnel records, and payroll registers. The payroll system in Jordan follows the Civil Service Bureau's instructions, and it is in line with the national Financial Law and Internal Controls bylaw, as well as the instructions issued by the MOF. The HR department ensures the completeness of information and the data entry of related salary entitlements through an automated system and record archival in the system, as well as in paper files. HR input in the system is subject to both automated and human checks. A payroll schedule is prepared monthly and subject to several layers of approvals (payroll officer, head of payroll unit, the department manager [budget holder], Internal Control Department, MOF financial controller, and the financial management manager). Salaries are then transferred to employees' personal bank accounts. Monthly reconciliations are prepared in the system and shared with the internal control unit and the MOF representative. The database is audited by an internal audit mission within the Directorate of Employee Affairs to ensure that all changes are supported by appropriate documentation. Additionally, there is a regular validation of the number of staff. This falls under the responsibility of each directorate and district, and it is achieved through site visits by the internal audit unit that also checks the data quality. The Audit Bureau of Jordan also audits the data.

Program governance and anticorruption arrangements

21. The World Bank's Anticorruption Guidelines will be applicable to the Program as a whole. Specific requirements of the World Bank's Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing (2015) are the following:

- Sharing information regarding all allegations of fraud and corruption in connection with the Program, investigating all credible allegations received; reporting to the World Bank on actions taken, and cooperating in any inquiry that may be conducted by the World Bank into allegations or other indications of fraud and corruption in connection with the Program.
- Procurement entities shall abide by the World Bank's list of debarred/suspended firms on the World Bank's website (<http://www.worldbank.org/debarr>) and ensure that no contracts are awarded to such firms and individuals. It will be the responsibility of the internal audit function to monitor compliance with this provision in terms of verifying suppliers, contractors and subcontractors, consultants, and checking the names against the World Bank debarred/suspended list, and then reporting if any case is observed.
- Procurement entities shall ensure that fraud and corruption risk prevention measures are implemented throughout the Program, as agreed in the PAP, and that they will take timely and appropriate action to address issues.
- For every bidding opportunity under the Program, each participating bidder shall be required to submit (as part of their bid) a self-declaration that the firm/individual is not subject to debarment or has not been sanctioned under the World Bank system of debarment and cross-debarment.
- Regarding national regulations, debarment and anti-corruption in the procurement, according to Article 91(a), Procurement Bylaw No. 8/2022, the Procurement Policy Committee shall validate the decisions made by the procurement



committees based on the reports of investigation related to the debarment of the bidder, contractor, supplier, or consultant from participating in procurements for durations not exceeding two years in accordance with the instructions and in any of the cases listed therein. The departmental mechanism is covered under the Procurement Bylaw Articles 52, 53, 54, 91 and 92, and Appendix No. (3) of the Code of Ethics, Conduct Articles no. 1 and 2, and the procurement instructions, Articles 34-39.

- The implementing agencies are to check the suspension and debarment list before any contract is awarded, and the government is to report on any fraud and corruption issues to the Bank on a biannual basis.

22. Since the ratification of the UN Convention on Anti-Corruption in 2005, Jordan has significantly strengthened its institutional and legal anti-corruption framework. An Anti-Corruption Commission has been established in 2005 and later merged with the Ombudsman's Office. Prosecuting authorities have been made independent from the government. Bribery and illicit enrichment of public officials, as well as embezzlement and misappropriation of public property, have been criminalized. Senior officials are required to declare their incomes, assets and financial interests to the Financial Disclosure Department of the Ministry of Justice under the 2006 Financial Disclosure Law. Anti-money laundering legislation was introduced in 2007, and a regime for the freezing, seizure and confiscation of assets has been adopted. Whistleblower and witness protection have been introduced. The public procurement legal framework has been strengthened in 2019, and the Audit Bureau now attends procurement committees as an observer. The Anti-corruption Commission can request access to declarations of incomes, assets and financial interests by public officials for the purpose of its investigations. It can also mobilize the technical expertise or assistance of other oversight authorities, such as the Audit Bureau.

23. Regarding the 2022 Corruption Perception Index (CPI), Jordan ranks 61 worldwide with a score of 47, which is 12 points lower than in 2021 (58). Jordan ranked fourth among the Arab countries after the United Arab Emirates, Qatar, and the Kingdom of Saudi Arabia. The GOJ launched several initiatives to strengthen the rule of law³², protect public money³³, and combat corruption.³⁴ These are profound steps in the correct direction, yet there is still a need for a more holistic approach to enhance integrity and transparency in anti-corruption measures, including: (a) publishing periodic and updated public reports on the government's fulfillment of its commitments to fight corruption; (b) enforcing control and oversight over political money and funding; (c) exercising preemptive and periodic disclosures of cases that are referred to the competent courts with respect to corruption and misuse of public office by the relevant authorities; (d) publicizing financial disclosures and beneficial ownership, as well as limiting conflicts of interest; (e) disclosing the number of objections filed against tenders, as well as the measures taken to address those objections; in the event the objections are justified, it is necessary to clarify the corrective measures that are taken; (f) advancing the implementation of digitalization of public services; (g) promoting a deeper understanding of the concepts of integrity, transparency and accountability in order to combat corruption among school and university students through a specialized scientific curriculum; and (h) simplifying investment procedures through a reduction in the bureaucratic red tape that foreign and local investors encounter.

24. The robustness of the anti-corruption framework reflects the outcome of criminal investigations as reported publicly by the Anti-corruption Commission (Jordan's Integrity and Anti-Corruption Commission, JIACC). In its most recent annual report for 2022 (jiacc.gov.jo), the JIACC investigations resulted in referring to the Integrity and Anti-Corruption Public Prosecutor a total of 241 investigation cases, helping to recover around US\$ 224 million. The JIACC has also recently

³² Several laws were amended, including the Illegitimate Profit Law, the Audit Bureau Law, and the Integrity and Anti-Corruption Law.

³³ A new approach was adopted in screening the queries and violations listed in the Audit Bureau's report. Joint committees were established to follow up on recommendations and rectify the situation. In addition, cases were referred to the Integrity and Anti-Corruption Commission. The Unified Procurement Bylaw (that is, the government's Procurement Bylaw Number 8 of 2022) served to establish a unified, competent authority concerned with government tenders and procurement.

³⁴ The Council of Ministers has approved the Recruitment Bylaw for leadership position number 78 of 2019, which provided some procedures that enhance the principles of transparency, as well as the policy of open data and cloud computing.



introduced preventive measures, such as corruption risk assessments and integrity ratings. The JIACC recently developed a National Integrity System (NIS). The NIS is utilized to assess and rate the performance and compliance of entities regarding national integrity standards (rule of law, accountability, transparency, justice, equality and equal opportunities, and good governance). The JIACC also monitors compliance of the public administrations with the recommendations. In 2023, the Financial Action Task Force (FATF) announced the removal of Jordan's name from the list of countries under increased scrutiny in the fight against money laundering and terrorist financing, known as the 'gray list'. This is a recognition of Jordan's significant progress in combating money laundering, terrorist financing, and weapons proliferation by implementing effective strategies aligned with international standards. Based on the assessment, the client will report to the World Bank concerning corruption risks and vulnerabilities identified through investigations within the Program boundaries.

Transparency

25. Key institutions involved in public financial accountability have established elaborate public information-sharing arrangements on their websites: i) The MOF publishes multi-year budget planning and execution reports, including key performance indicators covering all core ministries and departments, ii) The Jordan Audit Bureau publishes its annual report covering the outcome of audits of all ministries covered in the Program, iii) The JACC publishes annual reports and has established a comprehensive mechanism for receiving, investigating, and reporting on all allegations received from the public. iv) Procurement notices and contract awards are required to be published in accordance with the Procurement By-law No. 8/2022 using traditional and/or electronic means, and v) Procurement plans are also required to be published for the e-procurement portal, as well as for individual government agency websites.

26. Public procurement complaint mechanism. The Public Procurement Complaint Committee (PCC) was established by the Prime Minister's decision in November 2019 and is located in the Legislation Opinion Bureau. The PCC handles procurement complaints per the Procurement By-law No. 8/2022 (Articles 50 to 53). On average, the PCC handles one complaint every two weeks and follows the defined timeline of the Procurement Bylaw for complaint resolution (around 24 days). Resolutions are published on the procuring entity's website. The JONEPS "Objection" module is developed and activated, but procuring agencies need to commit to closing the loop of objections electronically. The complaint module for escalating objections to the PCC is completed and awaiting launch by the PCC. Complainants who have used the complaint mechanism offline have expressed trust, even in cases where the resolution was not in their favor. The PCC is in the process of recruiting support and technical staff, as well as acquiring suitable offices, IT, and office equipment. Complaint records will be uploaded and published through the JONEPS platform.

External Auditing

27. External audit in Jordan is the responsibility of the Audit Bureau. Its performance was found acceptable for the purposes of the Program. The Audit Bureau was created by Article No. 119 of the Jordan Constitution, which states that it is "To be established in accordance with the Audit Bureau's Law to supervise the revenues and expenditures of the state and ways of spending". It performs compliance, financial, and performance auditing in accordance with NTOSAI standards. Jordan's Audit Bureau audits several World Bank operations,³⁵ and its performance record is acceptable.

28. The government's consolidated financial statements are prepared according to International Public Sector Accounting Standards (IPSAS), and they are audited by Jordan's Audit Bureau following International Standards of Supreme Audit Institutions (ISSAI) Standards. The government's annual consolidated audited financial statements are

³⁵ World Bank operations include the Economic Opportunities for Jordanians and Syrian Refugees P4R; the Jordan Education Reform Support P4R; the Jordan COVID-19 Emergency Response IPF; and the Exploring High Value Socially Inclusive and Water Efficiency Agriculture in Jordan IPF.



published on the MOF's website. Jordan's Audit Bureau will submit the Program's annual consolidated audited financial statements by September 30 of each year. Apart from issuing an audit opinion concerning the government's consolidated annual financial statements, the Jordan Audit Bureau issues an annual report summarizing the main audit observations published on the Audit Bureau's website. The report is submitted to Parliament and reviewed by the Finance Committee. Furthermore, a special ministerial committee also reviews and discusses the main audit observations on a quarterly basis. The Audit Bureau will issue annual consolidated audited financial statements for the Program covering all participating governmental agencies with a consolidated management letter. The MOPIC will be responsible for coordinating the work with the Audit Bureau.



ANNEX 4. SUMMARY ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT

Introduction

1. **This Program-for-Results (PforR) is related to people-centered improvement in service delivery, government effectiveness, and transparency and accountability through digitalization.** The PforR will achieve this by supporting the implementation of the Economic Modernization Vision, the Public Sector Modernization Roadmap, and the Digital Transformation Strategy. Key elements of these strategies will be supported, including expanding trusted and inclusive access to people-centric digitalized services; strengthening digital public infrastructure (DPI) by increasing the inclusive adoption of people-centric digital identity and improving trusted, people-centric data sharing; professionalizing the civil service by enacting revised by-laws and mainstreaming competency-based recruitment; establishing digital health standards across a national Health Information Exchange (HIE); adopting digital student assessments; enforcing access to information through legal amendments; fostering e-participation; institutionalizing effective health data use by establishing a National Data Quality Audit (NDQA) framework and improving data quality.
2. **An Environmental and Social Systems Assessment (ESSA) has been prepared by the World Bank for the Program.** The ESSA was prepared through reviews of existing Program materials, available policy documents, technical literature and interviews with government staff and key experts. The list of documents reviewed in the ESSA is presented in Annex 1 of the report. The PforR and relevant government systems were assessed against the main core environmental and social principles of World Bank Policy for PforR Financing. The present Annex presents the summary of findings of the ESSA.

ESSA Consultations

3. **The Environmental and Social Systems Assessment (ESSA) was formulated between August and September 2023, utilizing a combination of face-to-face consultations and Focus Group Discussions (FGDs) with relevant stakeholders, including all implementing agencies, government staff and experts, and civil society throughout the Program preparation.** These consultations were integral to the Disbursement-Linked Indicators (DLIs). The consultation sessions were seeking to: Provide a general overview of the Program, introduce the purpose and scope of the ESSA, obtain answers to prepared key questions around specific aspects of the Program and depending on the audience, discuss potential key social and environmental effects, including benefits and potential risks, and Obtain suggestions for recommendations and actions, especially any negative E&S risks and impacts.
4. **Following the General Program Overview, additional sessions allowed for more in-depth discussions of environmental and social effects, systems, and mitigation measures covering the following themes corresponding to the Result Areas of the Program:** Digital Service Delivery, Transparency and Accountability, and Stakeholder Consultation and engagement. A summary of the findings, concerns, questions, comments, and recommendations raised by participants, and how they have been incorporated, is available in the ESSA report.

Environmental and Social Screening

5. **Program social effects.** Similarly, the three Result Areas would have both positive and negative effects. The overall social risks are considered Moderate. The Program is expected to have the following effects:
 - **Lack of Adequate Social Assessment, Geographic Consideration, and Stakeholder Engagement** (Applicable to all DLIs):
 - **Integrity, Transparency, and Communication in Civil Service Reform** (DLI 5).



- **Furthermore, insufficient promotion and disclosure of the reform plan** (DLIs 1,2,3,4,5,7,9) can escalate stakeholder resistance and tension.
 - **Awareness of and access to information about government digitalization programs** (DLIs 1,2,3,4,7,9): Lack of clear communication about current government digital initiatives, such as the *Sanad* or the electronic medical record (EMR) programs and the upcoming student assessment tools, erodes public trust and acceptance.
 - **Gender-Specific Barriers to Program Access and Benefits** (DLIs 1,2,3,4,7,9): The identified risks in social assessments, stakeholder engagement, and public-sector recruitment amplify challenges to women's equitable access to Program benefits and workplace safety.
 - **Cybercrimes Law and Civic Engagement** (DLI 9): Vague legal terminology prevents participation and constructive criticism. Privacy concerns, limited engagement platforms, and public mistrust impede civic involvement, particularly among marginalized communities.
 - **Grievance Redress Mechanism** (DLIs 1,4,7): A lack of awareness about the recently revamped GRM within MODEE raises questions about whether recommendations from the World Bank's latest evaluation report have been incorporated.
 - **Data Privacy and Protection Risks** (DLIs 1,4,7,9): Elevated vulnerabilities exist in safeguarding personal data against unauthorized access or misuse within digital systems.
 - **Operational Continuity** (DLIs 1,4,7,9): The absence of robust backup mechanisms could result in data loss, undermining system reliability and potentially halting critical operations during system downtimes.
 - **Digital Inclusion** (DLIs 1,2,4,7,9): Inadequate digital literacy or resistance to technological adaptation may engender disparities in terms of service accessibility.
 - **Risk of Potential Discrimination in Program Implementation** (DLIs 1 and 4): Although the Program has an inclusive approach, targeting both Jordanian citizens and refugees, there exists a risk of unintentional discrimination in the delivery of its services. This risk pertains particularly to vulnerable subsets of the population, such as women, persons with disabilities, refugees, and other groups.
6. **Program Environmental Effects:** The overall social risks are considered Low. The Program is expected to have the following environmental effects:
- **E-waste Risks:** Environmental risks associated with this e-waste include soil and water contamination due to heavy metals, with consequential negative impacts on human and ecological health. Mitigation strategies will entail strengthened regulatory enforcement related to e-waste management and public awareness campaigns.
 - **Resource Efficiency Risks:** The Program is not expected to significantly increase electricity demand for operating the requisite electronics. Resource efficiency risks will be mitigated, and benefits capitalized upon through energy-efficient procurement practices for IT hardware and the promotion of paperless operations for digitalized services.
 - **Construction and Civil Works Risks:** The Program's activities are not projected to involve civil works or cause any permanent environmental disruptions with adverse impacts.

7. Grievance Redress Mechanism

"At Your Service" is an interactive public and government communications platform. It offers five distinct categories for engagement, namely: asking the government, making suggestions, offering praise, lodging complaints, and reporting corruption. The Grievance Redress Mechanism (GRM) employs four channels for grievance intake, each with well-defined processes for complaint registration and feedback submission. These include the "At Your Service" mobile application, the e-government portal, the National Contact Center, and the physical complaint boxes at field locations. However, the



complaint boxes are inactive, despite being mentioned in the platform's regulatory documents. A chatbot on the Prime Ministry's Facebook page was also under development.

8. In the context of this Program, "At Your Service" is poised to serve as the central GRM, augmenting other internal GRM mechanisms at each implementing agency. Noteworthy updates to the platform include plans for revamping its functionalities to ensure that it meets the standards required for this project. Specific areas under review for improvement include data granularity, user authentication, activating previously inactive complaint boxes, and extending the use of social media as part of the process. Additionally, expanding channels for public engagement is also key. This revamping aims to enhance the platform's functionality and user-friendliness, making it an acceptable and reliable GRM for this project. Therefore, while each implementing agency will maintain its internal GRM systems, "At Your Service" will provide a unified, centralized point for logging, handling, and resolving of grievances.
9. The World Bank plans to extend its support for the GRM and other citizen voice initiatives to ensure the Program meets its objectives of enhancing accountability and public participation. This support will likely include financial and technical expertise, as well as monitoring to assist in the successful implementation and assessment of these mechanisms.

Recommendations for inclusion to the PAP include the following:

Based on the above assessment, a series of recommendations are proposed under the Program and would be incorporated as part of the Program's Action Plan (PAP), including:

1. Design, consult, execute, and regularly monitor the implementation of an e-waste management plan and Standard Operating Procedures (SOPs), aligning with global best practice and national regulations.
2. Conduct and extend social impact assessments (SIAs) and stakeholder engagement to public sector reforms, including from a social accountability perspective, in accordance with the guidelines on Regulatory Impact Assessment issued by the GoJ in 2022.
3. Commission an institutional assessment of implementing agencies' capacity including for E&S risk management. Subsequently, develop and execute a targeted action plan to address the findings.



ANNEX 5. PROGRAM ACTION PLAN

The Program Action Plan consists of two different parts: (1) Technical assistance activities to be conducted by the World Bank; and (2) Measures to be taken by the government to strengthen fiduciary and environmental and social safeguards dimensions.

Action Description	Source	DLI #	Responsibility	Timing		Completion Measurement
Capacity building for the achievement of DLIs 1, 2, and 3 on access to digitalized services using trusted, people-centric DPI, the adoption of people-centric digital identity, and the improvement of trusted, people-centric data sharing	Technical	NA	MODEE and World Bank	Recurrent	Continuous	MODEE and the World Bank commit to mobilizing the necessary resources from the ID4D MDTF and YTJ's e-government component earmarked for MODEE for activities that enable the achievement of DLIs 1, 2, and 3.
Capacity building for the strengthening of personal data protection	Technical	NA	MODEE	Recurrent	Yearly	Privacy impact assessments (PIAs) are conducted on a yearly basis, informed by stakeholder consultations and citizen feedback. Remedial actions to identified risks and vulnerabilities are implemented annually.
Conduct of social impact assessments (SIAs) and	Environmental and Social Systems	NA	PMIO	Recurrent	Continuous	The GoJ commissions social impact assessments



stakeholder engagement processes for public sector reforms, in line with the guidelines on Regulatory Impact Assessment issued by the GoJ in 2022.						including on access to digitalized services ; on patient management through the EMR; and on the professionalization of the civil service.
E-Waste Management plan and Standard Operating Procedures (SOPs)	Environmental and Social Systems	NA	Implementing agencies	Due Date	31-Dec-2024	Adoption and disclosure of an e-waste management plan and Standard Operating Procedures (SOPs) which are aligned with global best practices and national regulations.
Strengthening of the E&S capacities of the implementing agencies for managing E&S risks and impacts.	Environmental and Social Systems	NA	MOPIC/Implementing agencies	Due Date	31-Dec-2024	The PMU identify E&S capacity needs of implementing agencies and facilitates the mobilization of TA to strengthen those capacity.
The PMU will facilitate donor coordination to help mobilize adequate technical assistance and capacity building during Program	Technical	NA	MOPIC	Recurrent	Continuou s	Completion will be measured based on documented donor meetings on TA and capacity building in support of Program implementation



implementation						organized by the PMU.
The PMU will monitor and engage with MOF and the PMO on the adequate execution of the Program of expenditure underpinning Program implementation	Technical	NA	PMIO	Recurrent	Continuou s	Annual reporting by the PMU to the GoJ and the WB on the execution of the Program of expenditure underpinning Program implementation.



ANNEX 6. IMPLEMENTATION SUPPORT PLAN

1. The main focus of implementation support will be to help expedite the achievement of targeted results, mitigate identified risks, and foster compliance with the PAP. For that purpose, it will focus on policy dialogue with implementing agencies regarding the achievement of targeted results and actions, as well as on interagency coordination to facilitate the achievement of results involving multiple stakeholders and the mobilization of donor-funded and fiscal resources for technical assistance and capacity building. In addition, it will entail engaging with the Independent Verification Agent (IVA) concerning the verification of results, with the Audit Bureau handling the financial auditing of the Program, and the Jordan Integrity and Anti-Corruption Commission (JIACC) handling compliance with the anti-corruption guidelines.

2. The World Bank will conduct implementation support missions twice a year and its reviews will cover technical, institutional, safeguard, and fiduciary issues, as well as M&E and the non-technical dimensions of the Program. The country team will ensure continuous engagement with the client. Team members based in the country office (including the ADM Task Team Leader [TTL] and co-TTL, health and education sector specialists, local consultants, and fiduciary and safeguards teams) will keep in close contact with implementing agencies to provide them with just-in-time advice concerning various dimensions of Program implementation as needed.

3. In the first year, implementation support will focus on strengthening the institutional set up for Program implementation, both in terms of interagency coordination, technical assistance and capacity building. For that purpose, the World Bank team will assist the PMU in the drafting of the Program Operations Manual, as well as in the elaboration of a technical assistance and capacity-building plan to benefit implementing agencies. It will be based on a capacity needs assessment and involve coordination with MOPIC and other World Bank teams regarding the mobilization of resources from the Jordan MDTF. The government and teams will also engage with donors to mobilize parallel resources (including with the GIZ regarding capacity building to the IVA).

4. The World Bank’s implementation support will consist of the following inputs:

Time	Focus	Skills Needed	Resources Estimate	Partner Role
First twelve months	Program management	Operation	Three staff members for 3 weeks	
	DLIs 1, 2, and 3 on DPI/access to e-services	Digital governance infrastructure	Two staff members for 2 weeks + TA	
	DLI 5 on civil service professionalization	Civil service reform	One staff member for 1weeks + TA	
	DLI 6 & 10 on health data information exchange and data quality	Health sector data management	One staff member for 2 weeks + TA	
	DLI 8 on e-information	Governance specialist	One staff member for 1 weeks + TA	
	DLI 9 on interactive statistics	Poverty economist	One staff member for 1weeks + TA	



12 to 48 months	DLIs 1, 2, and 3 on DPI/access to e-services	Digital governance infrastructure	Two staff members for 3weeks + TA	
	DLI 5 on civil service professionalization	Civil service reform	One staff member for 3 weeks + TA	
	DLI 6 and 10 on health data information exchange and data quality	Health sector data management	One staff member for 3weeks + TA	
	DLI 8 on e-information	Governance specialist	One staff member for 3weeks + TA	
	DLI 9 on interactive statistics	Poverty economist	One staff member for 3weeks + TA	

5. Task Team Skills Mix Requirements for Implementation Support

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
Program management and coordination	10	None	Team leadership and coordination, policy dialogue with the client, donor coordination, tracking results and actions, and coordination with the Jordan MDTF and YTJ.
Digital development	10	4	Focus on DLIs 1 and 2 on DPI, digital ID, and the strengthening of personal data protection
Health specialists	10	4	Focus on DLIs 3, 5 and 9
Education specialist	4	None	Focus on DLI 6
Poverty specialist	4	3	Focus on DLI 8 and the refugee agenda
Governance specialist	4	2	Focus on DLIs 4 and 7 and interagency coordination and capacity building
Fiduciary specialists	4	None	Focus on financial auditing and accountability, and compliance with anti-corruption guidelines
Safeguard specialists	8	None	Focus on related actions (e-waste management, social impact assessment, GRM, and stakeholder engagement).
Gender specialist	4	None	Focus on the achievement of gender-related results.

1. **Role of Partners in Program Implementation.** Development partners provide critical support, through technical assistance and financing, for the successful implementation of the Program. Their interventions are detailed below.

Name	Institution	Role
Council of Europe		Policy advice on data protection.
EU		TA to the SPAC for its establishment; policy advice to MODEE on data protection; TA to the DOS; TA on Hakeem system.
Italian Agency for International Cooperation	Italy	Co-financing, TA on health services.



Jordan MDTF	United Kingdom, Netherlands,	Beneficiary executed (BE) and recipient executed (RE) TA and capacity building to implementing agencies.
GIZ	Germany	Capacity building to the IVA and the ESCJ; TA on competency frameworks; TA on gender audits.
KfW	Germany	TA for the establishment of digital assessment centers.
USAID	USA	TA for job descriptions in the civil service; TA for the <i>Tawjih</i> ; financing of GSC infrastructure.
WHO		TA on digital health standards.

7. Technical assistance. Successful Program implementation calls for both Bank-executed (BE) and Recipient-executed (RE) technical assistance. For that purpose, resources from Jordan Growth MDTF as well as parallel donor technical assistance will be mobilized. MOPIC and the World Bank will coordinate to that effect. Already available support from development partners as well as identified needs for additional technical assistance is detailed below.

Mapping of Available Relevant and Needed Technical Assistance for Program Implementation.

Program Implementation	Available Technical Assistance	Identified Needs for RE and BE Technical Assistance
Program management and coordination	Jordan Growth MDTF (RETF finances Reform Secretariat and Reform Support Fund; BETF activities can provide just in time (JIT) technical assistance (TA).	Further support from the Jordan Growth MDTF to implementing agencies.
Independent Verification Agent (IVA)	GIZ (financial support to KACE for verification).	
Result area 1 on service delivery		
DLI 1 on expanding trusted and inclusive access to people-centric digitalized services	- ID4D MDTF (BETF for JIT TA on digital ID and DPI). - Mashreq Digital Dialogue & DD Watch ASA (BETF for JIT TA). - Youth, Technology and Jobs (support to e-services, including municipal, e-payments). - Council of Europe and European Union (EU) for data protection	TA, training, and software development services to relying parties (ministries, agencies, and so on) to integrate trusted DPI features in their workflows. TA for the development of a universally accessible Grievance Redress Mechanism (GRM), including mechanisms to assess user satisfaction.
DLI 2 on increasing the inclusive adoption of people-centric digital identity	- ID4D MDTF (BETF for JIT TA on digital ID, e-signature, and DPI) - Mashreq Digital Dialogue & DD Watch ASA (BETF for JIT TA) - GIZ (policy advice, training), United States Agency for International Development (USAID) (financing infrastructure); Jordan MDTF-funded BETA (on service standards).	TA for user research on how to make DPI accessible and inclusive to vulnerable groups, including persons with disabilities. TA for people-centric DPI architecture
DLI 3 on improving trusted, people-centric data sharing	- ID4D MDTF (BETF for JIT TA on digital ID, e-signature, and DPI) - Mashreq Digital Dialogue & DD Watch ASA (BETF for JIT TA)	TA to the data protection regulator to adequately implement the Data Protection Law and supervise the preparation and implementation of privacy impact assessments. TA for privacy by design
DLI 4 on digital transformation in health service delivery	EU, UNICEF, USAID and the World Health Organization (WHO) (on shared health records).	
Result area 2 on government effectiveness		



DLI 5 Professionalization of civil service	-USAID (on competency frameworks, financing of the Institute of Public Administration (IPA), and gender audits in the public sector) -GIZ (on job descriptions) -EU (on the transition from the Civil Service Bureau to SPAC) - World Bank TA to SPAC/IPA on digital skills curriculum design and certification for the civil service.	
DLI 6 on establishing digital health standards across a national Health Information Exchange (HIE)	WHO (on digital health standards).	Advisory services by a qualified technical institution to help design core responsibilities and identify feasible in-country stakeholders.
DLI 7 on digital student assessment	-KfW (on examination centers and equipping schools). -World Bank Education PforR (on blended learning strategy and overall <i>Tawjihi</i> reforms). -USAID (on development of item bank with competency-based questions aligned with the new <i>Tawjihi</i> curriculum).	
Result area 3		
DLI 8 on enhancing e-information	-Organisation for Economic Co-operation and Development (on amendments to Access to Information Law and its implementation). -Jordan Growth MDTF (e-participation portal).	Capacity building to the Information Council on the oversight of compliance with Access to Information Law as amended.
DLI 9 on interactive statistics	Jordan MDTF funded BE and RE Technical Assistance to the Department of Statistics.	Technical assistance and capacity building to support digitalization, data harmonization and the establishment of the National Data Repository.
DLI 10 on institutionalizing effective health data use	US-Center for Disease Control (CDC) (on public health surveillance).	Advisory services by a qualified technical institution to help design the Health Data Quality Assurance (HDQA) and identify a suitable firm to support the government in carrying out the HDQA.