# Performance Report of the Dr. Omar Al-Razzaz Government within Year and a Half

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# INTRODUCTION

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

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

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

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

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

The report shows the government's performance during one and a half year of its existence and covers the period 14 June 2018 to 14 December 2019.
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# Methodology

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

1. Information Gathering Stage: This stage was carried out by two separate teams from Al-Hayah-Rased researchers. The two teams worked in parallel to collect information related to each of the report axes. Reliable sources were relied on, including:

A. Official Gazette

B. Prime Ministry's website

C. Ministries' websites

D. Ministries' Facebook pages

E. Jordan News Agency "Petra"

F. Prime Minister's Twitter account

G. Legislation and Legal Opinion Bureau's website

H. Electronic Government's website

I. Open source of information "Google Search Engine" to which the research team resorts when there is no information available on the above sources, as a last resort and research stage to ensure more credibility and accuracy.

2. Information Verification Stage: After the information gathering stage, a joint session was held between the Rased research team and the independent research team to review and verify the information gathered.

3. Information Classification and Analysis Stage: After the information accuracy is verified the report axes were distributed to different research teams and each team undertook the task of classifying the information within the axis under its responsibility. Each team then worked on analyzing the information and partially drafting the report as related to the axis on which it is working. The independent researchers and the research team from Rased then met to implement a comprehensive review of the report before it is transferred to the editing and visual design stage.

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**Level of Accuracy and Error**

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

1. Classification of the Council of Ministers' Decisions: the report team created main axes under which to classify decisions. However, there are decisions that could be classified under more than one axis, which leaves a larger space for the research team to classify. An example is the Council of Ministers' decision to "exempt the United Nations' relief and Works Agency in the Middle East (UNRWA) from school books' prices for the school year 2017-2018, covering the exemption value from the school books' deposits in the Ministry of Education's budget." We find that this decision is intertwined and can be classified under the "services – education" axis. It also concerns the Ministry of Education budget and can be classified under the financial and economic axis in addition to being related to political affairs.

2. Level of Fulfillment of Commitments: Despite the large research effort by the report-preparation team, the level of error here, if present, may be due to the lack of sufficient government disclosure in certain areas. This could lead to the inability of the research team to access information because the government failed to disclose it.

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# Methodology of Preparing the Report Axes

**First: Government Commitments and Promises**

**1.       Limiting Commitments and Promises**

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

**2.       Classifying the Commitments**

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

1.     Administrative axis

2.     Financial and Economic axis

3.     Services axis

4.     Transparency, accountability, and fighting corruption

5.     Legislative axis

6.     Political axis

7.     Employment and social protection axis

8.     Public sector performance axis

9.     Energy axis

**3.       Monitoring the Level of Implementing Commitments**

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

implemented by the Rased research team in cooperation with a team of independent researchers. Information was verified and checked at three different stages.

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

• Full implementation: A commitment is given this level when the following conditions are fulfilled:

- All material basis of the commitment were fulfilled

- There was a clear and fixed outcome for the commitment

• Under Implementation: A commitment is given this level when the following conditions are fulfilled:

- Implementing one or more of the material foundations of the commitment was started.

- There was clear and documented evidence that there was an implementation aimed at achieving the commitment.

• Did not Start: In case the research team did not reach any evidence that the implementation of any of the commitments' foundations was not given this level of commitment.

## Second: Council of Ministers' Decisions

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

1. Administrative axis

2. Financial and Economic axis

3. Services axis

4. Transparency, accountability, and fighting corruption

5. Legislative axis

6. Political axis

7. Employment and social protection axis

8. Appointments axis

9. Public sector performance axis

10. Energy axis

### Third: Travel by the Council of Ministers' Members

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

### Fourth: Legislation

The report team monitored all legislation published in the Official Gazette during Dr. Omar Al-Razzaz's term and the ratio of regulations to laws was measured. The research team also worked at verifying the publishing of draft laws and regulations for discussion on the Legislation and Legal Opinion Bureau website. The Bureau had launched a new website, and in order to ensure accuracy, the team researched both old and new websites.

### Fifth: Appointments

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

### Sixth: Employment

The research team monitored all government announcements related to the employment issue and a timeline was drawn for these statements to facilitate reading them serially, explaining the increase in the employment opportunities numbers provided by the government.

**Seventh: Interaction and Approaches of Citizens with the Prime Minister on Twitter**

For the purpose of reading the level of interaction between the prime minister and citizens, a special team monitored all tweets by the prime minister since he assumed his position. These tweets were analyzed in terms of their numbers, level of interaction by citizens with him through "likes" and reposts, in addition to analyzing citizen approaches towards the government by analyzing their comments and classifying them as positive, negative, and neutral comments.

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# Executive Summary

- **301 Commitments made by Al-Razzaz government in one and a half years of which 18% were completed and 68% are underway.**

- **544 Decisions were made by the Council of Ministers in one and a half years, 32% of which were related to legislative issues.**

- **328 Travel trips were made by 43 ministers in Al-Razzaz cabinet in one and a half years.**

- **46 Public position appointments were approved by the Council of Ministers in one and a half years. 17% were for women and 83% were for men.**

- **72% of the appointments approved by the Council of Ministers were for people who had worked in the public sector.**

- **21% of the ministers who left Al-Razzaz government were appointed in public positions after leaving.**

- **Substantial decrease in the level of citizen optimism in Al-Razzaz government through the social media since it took office.**

- **494 legislations were published in the Official Gazette during Al-Razzaz term. 8% of them laws, 41% were instructions, and 51% were regulations.**

- **39% of the laws and regulations were not published for consultation through the Legislation and Legal Opinion Bureau.**

The Rased Program for Monitoring Government Performance launched its report on monitoring Dr. Omar Al-Razzaz government performance during one and a half years of its life covering the period 14 June 2018 to 14 December 2019. The report included tracing the government›s commitments and the extent to which they were implemented, tracing the cabinet of ministers› decisions, classifying them into axes, monitoring travel trips by members of the cabinet of ministers that were published in the Official Gazette, and monitoring appointments approved by the cabinet of ministers. The report also analyzed the prime minister›s twitter account over one and a half years in terms of tweets and the level with which citizens interacted with them as well as their approach by collecting and reviewing comments, «likes,» and retweets. The report also added a special axis on the legislations published in the Official Gazette since the government assumed its constitutional authorities.

The report results showed that the government made 301 commitments in one and a half years. The report team collected these commitments from different sources starting with the government statement recited at the council of representatives to gain confidence, the government›s response to the representatives, up to the government›s priorities› plan 2019-2020, in addition to monitoring commitments stated by the prime minister in media interviews and field visits.

Results showed that the government fully implemented 18% of its total commitments and that 68% of the commitments are being implemented. 14% of these have not been started as yet. Regarding the government commitments mentioned in the government›s priorities plan, amounting to 213 commitments, the report showed that the timeline of all these commitments has started and that the government completely achieved 14% of them while 70% are underway. 16% have not been started as yet.

Regarding the Council of Ministers› decisions, the report showed that there is no official source listing all the cabinet›s decisions. The report team collected the decisions published on the cabinet of ministers› website and the government›s official website. Their number over one and a half years was 544 decisions that were classified over a number of axes. The highest was the legislative axis which received 32% of the total number of decisions. 30% were within the administrative axis, followed by the financial and economic axis at 11% of the decisions, and the appointments axis at 8%. The transparency and accountability axis was the lowest with 1% ratio from the total number of decisions. The report showed a decrease in the number of decisions by the cabinet of ministers when comparing the first and second parts of 2019. They decreased from 253 decisions in 6 months to 104 in the following six months. Here, Rased recommends the need to adopt one platform according to which decisions issued are archived so that the decisions› format follows clear bullets that are compatible with the requirements of the government transparency.

Results also showed that the council of ministers issued 46 appointment decisions in leadership and public positions, 83% of which went to males and 17% to females. Analyzing the former appointment concept of the appointees, it was clear that 5 persons came from the private sector and 33 had worked or were still working in the public sector.

The report also showed that 5 of the ministers who left Al-Razzaz government as part of cabinet reshuffles were appointed in leadership or public positions after leaving the government. These are Mrs. Lina Innab, Mr. Muhannad Shihada, Dr. Azmi Mahafzha, Mr. Makram Al-Qaisi, and Dr. Raja›i Al-Mu›asher.

Regarding travel trips by members of the cabinet, the report showed that 43 ministers made 328 trips during one and a half years of Al-Razzaz government›s life. The destinations of 70% of the trips were announced while 30% were not announced without knowing the reasons or outcomes of the trips. It is necessary to emphasize here that information regarding the travel of ministers was extracted from the Official Gazette.

In a new addition, the report provided an analysis of the legislations published in the Official Gazette during Al-Razzaz term of government. It was evident that the government committed to issuing and amending 23 legislations of which 11 were implemented fully. The government started to implement 8 and did not start implementing 4 legislations. When the report team listed the legislations published in the Official Gazette, results showed that 494 legislations were published during Al-Razzaz term of which 8% were laws, 41% were instructions, and 51% were regulations. Analyses showed that 61% of the laws and regulations published in the Official Gazette were published on the Legislation and Legal Opinion Bureau website for discussion and consultation and that 39% were not published.

The report team also monitored and analyzed the prime minister›s official twitter page. Results indicated that the level of positive comments on the prime minister›s tweets decreased substantially from 31% during the first month of his term to 1% in December 2019. Comments of a negative nature increased from 52% to more than 82%.

On the other hand, the level of tweeting by the prime minister decreased, ranging from 4-6 tweets a month during the first stage of his term to one tweet in December 2019. At the same time, analyses showed a decrease in the average interaction by citizens with prime minister Al-Razzaz through Twitter as evident from the decrease in the number of likes, comments, and retweets as time went by.

The report presented a number of recommendations, most significant of which was the need for the government to announce the level of its achievements in all of its commitments, and to show the mechanism of selecting commitments it announced it is responsible for implementing during 2019, although thee implementation timeline of all commitments has already started. The report also recommended the need to find an open source that contains all the cabinet of ministers› decisions. The report stressed the importance of reinforcing government transparency and popular disclosure in appointments in high-level leadership positions, in travel trips by ministers and their accompanying delegations, and the expenses resulting from traveling.

**301** Commitments

Services 33.0 %

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Public Sector 6.4 %

Integrity, Transparency and Anti-Corruption 9.1 %

Financial and Economic 15.2 %

Employment and Social Protection 8.4 %

Legislative 10.1 %

Energy 2.3 %

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Administrative 9.4 %

Political 6.1 %

**Figure (1): Allocation of Commitments for the Government of Dr.Omar A-Razzaz Within a year and a half of its Age**

**213 Commitments**

70.0% Processing

14.0% Completed

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16.0% Not Started
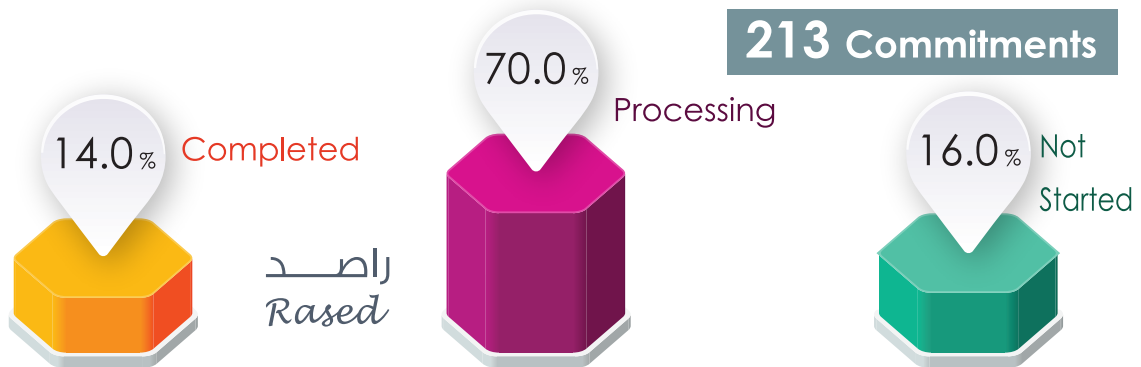
Commitments fulfillment level contained in the Renaissance plan for the government of Dr. Omar Al-Razzaz within a year and a half

**88 Commitments**

62.0% Processing

28.0% Completed

10.0% Not Started
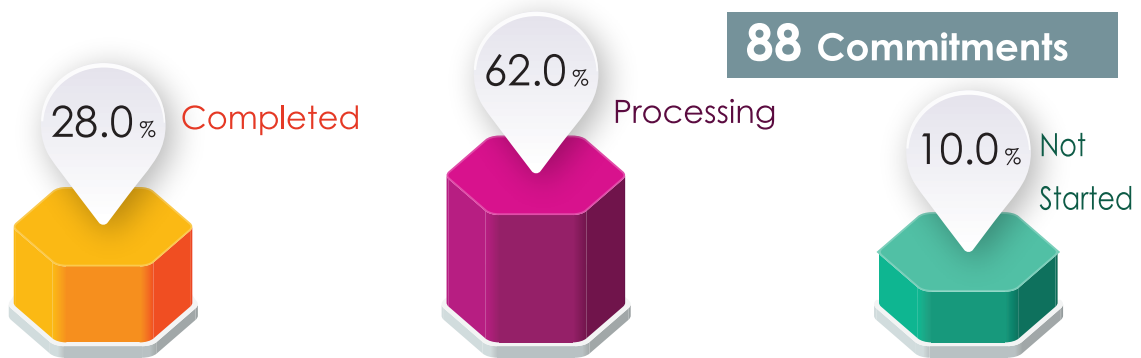
Commitments fulfillment level outside the Renaissance plan for the government of Dr. Omar Al-Razzaz within a year and a half

**301 Commitments**

68.0% Processing

18.0% Completed

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14.0% Not Started
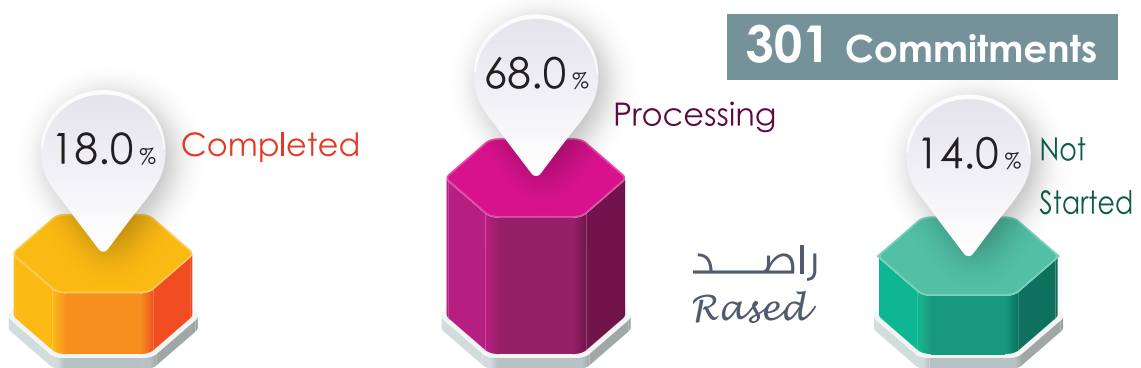
Fulfillment level of all Commitments of the government of Dr. Omar Al-Razzaz within a year and a half

**Figure (2):Commitments fulfillment level of the government of Dr. Omar Al-Razzaz within a year and a half of its Age**

| راصــــد *Rased* | First half | Second half | Third half |
|---|---|---|---|
| Completed | 15.7 % | 14.0 % | 18.0 % |
| Processing | 55.4 % | 62.0 % | 68.0 % |
| Not Started | 28.9 % | 24.0 % | 14.0 % |

**Figure (3): A comparison of the extent to which the Commitments of the government of Dr. Omar Al-Razzaz were fulfilled within a year and a half of its age**

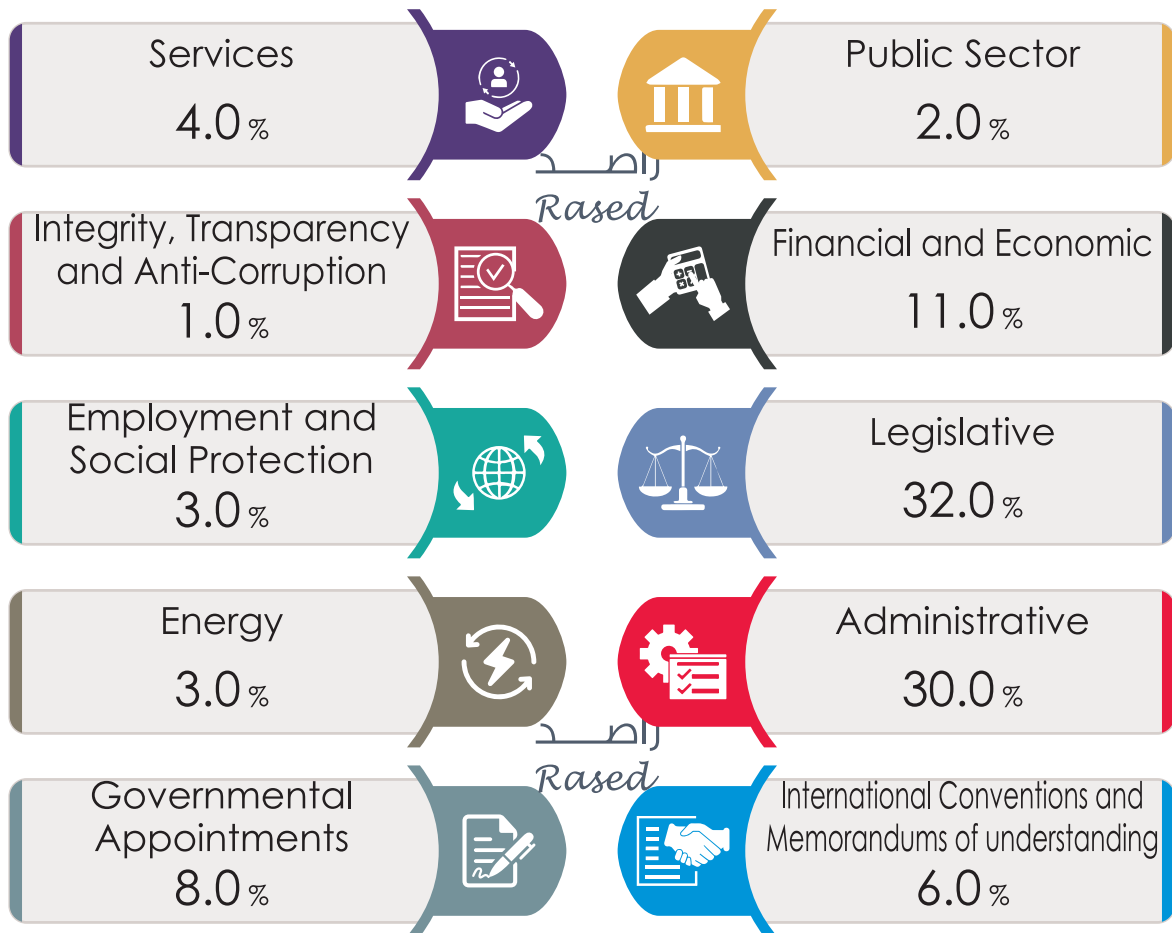## The Cabinet total decisions within a year and a half Decision

# 544 Decisions

| | |
|---|---|
| Services 4.0% | Public Sector 2.0% |
| Integrity, Transparency and Anti-Corruption 1.0% | Financial and Economic 11.0% |
| Employment and Social Protection 3.0% | Legislative 32.0% |
| Energy 3.0% | Administrative 30.0% |
| Governmental Appointments 8.0% | International Conventions and Memorandums of understanding 6.0% |

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*Rased*

**Figure (4): Axes of Decisions of the Cabinet within a year and a half of the government**
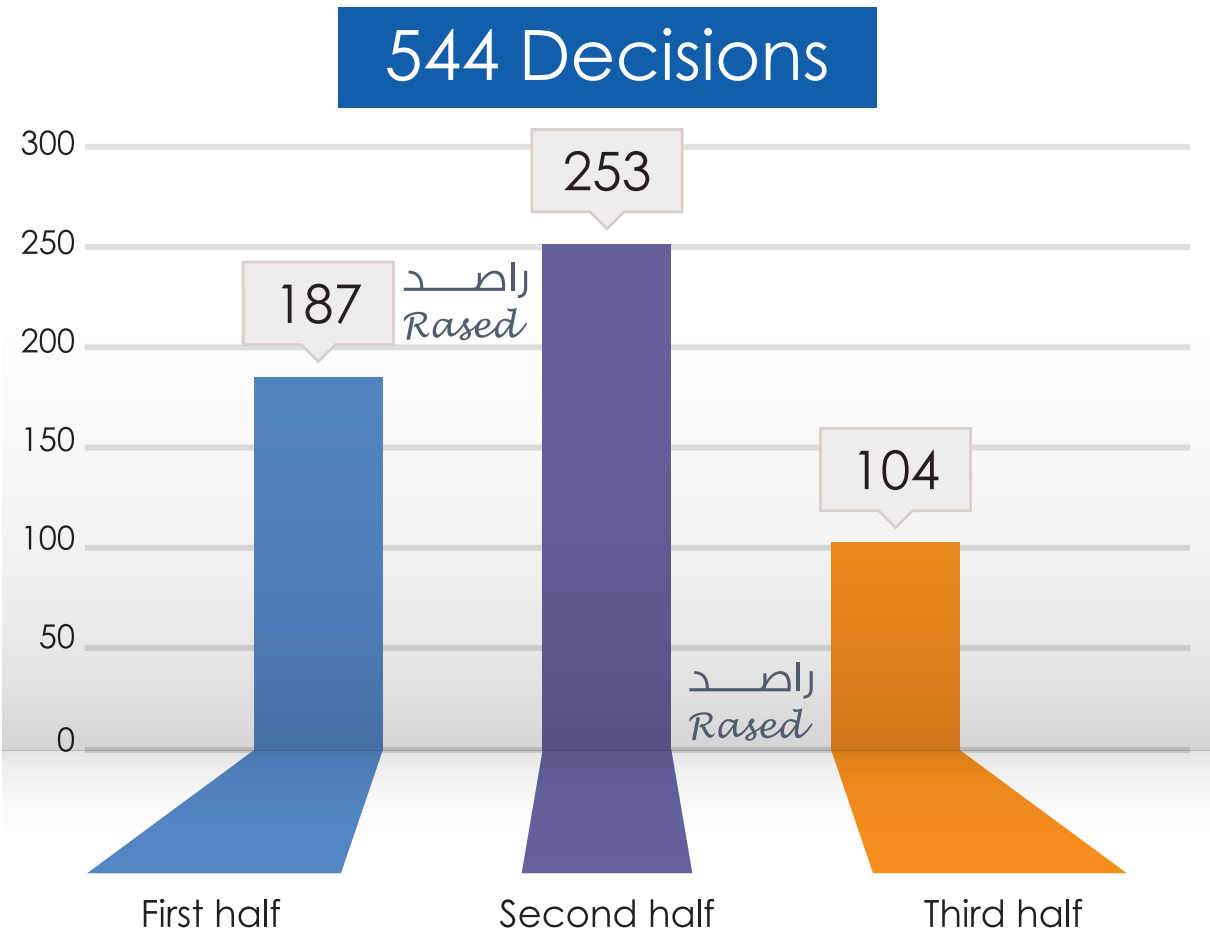
## 544 Decisions



**Figure (5): The Cabinet decisions within a year and a half of the government**

130 Travel
28 Traveler Minister

328 Travel
43 Traveler Minister
70.0 % Declared destination
30.0 % Not declared destination

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3
Third half

Second half
2

1
First half

year and a half
4

98 Travel
25 Traveler Minister

100 Travel
28 Traveler Minister

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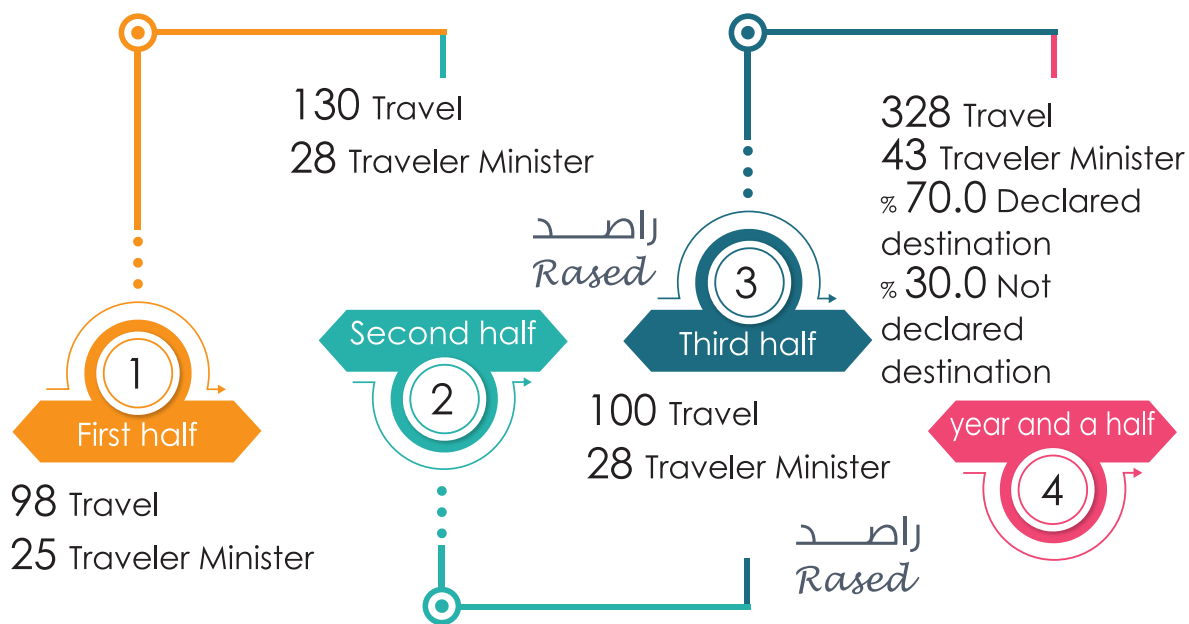
**Figure (6): Travels of the Prime Minister and members of the Cabinet within a year and a half**

83.0 % Males

46
Appointment

17.0 % Females

5
private sector

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33
public sector

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*Rased*

8
Unclear
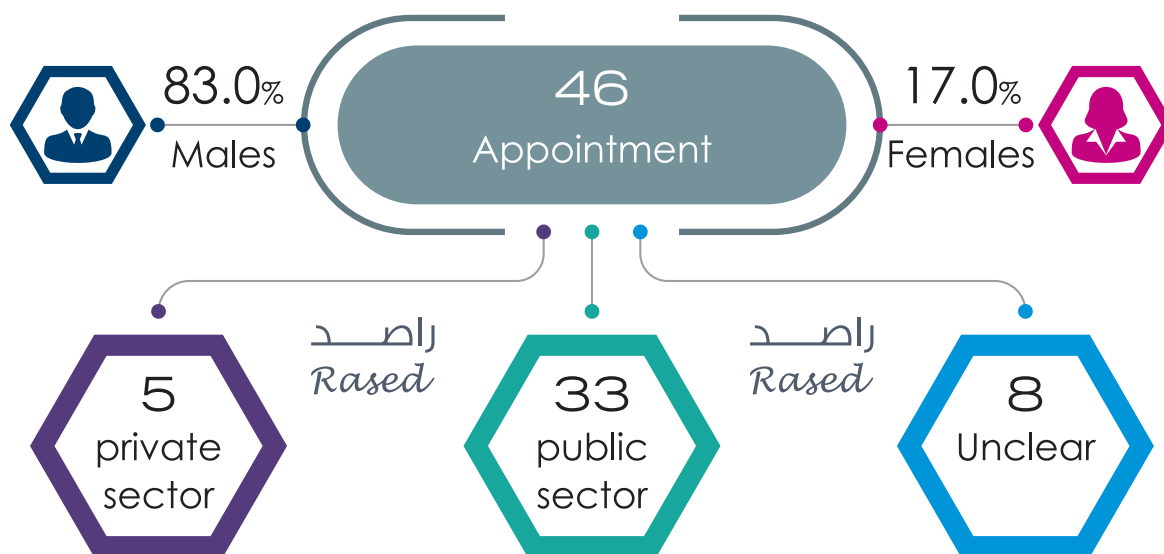
**Figure (7): Appointments into senior leadership positions of the government of Dr. Omar Al-Razzaz within a year and a half of its Age**

**24** Minister left the government of Al-Razzaz ›› **5** From them received public Positions
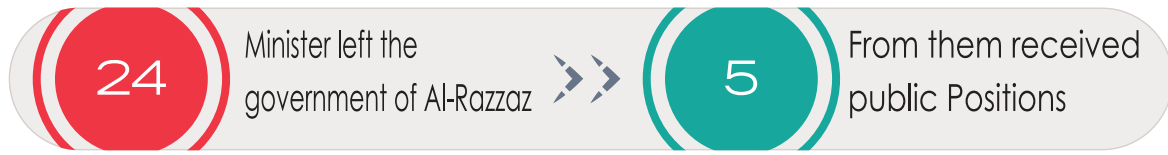
| Minister Name | The position after dismissal |
|---|---|
| H.E Dr. Rajai Muasher | Member of the Senate |
| H.E Mrs. Lina Annab | Ambassador of Jordan into Japan |
| H.E Mr. Muhannad Shehadeh Khalil | (COB)of Directors of the Government Investment Company |
| H.E Dr. Azmi Mahafdah | Chairman of the Supreme Council of the National Center for Curriculum Development |
| H.E Mr. Makram Al-Qaisi | Ambassador of Jordan into France |

**Figure (8): The public Positions that Al-Razzaz ministers received after they left the government**
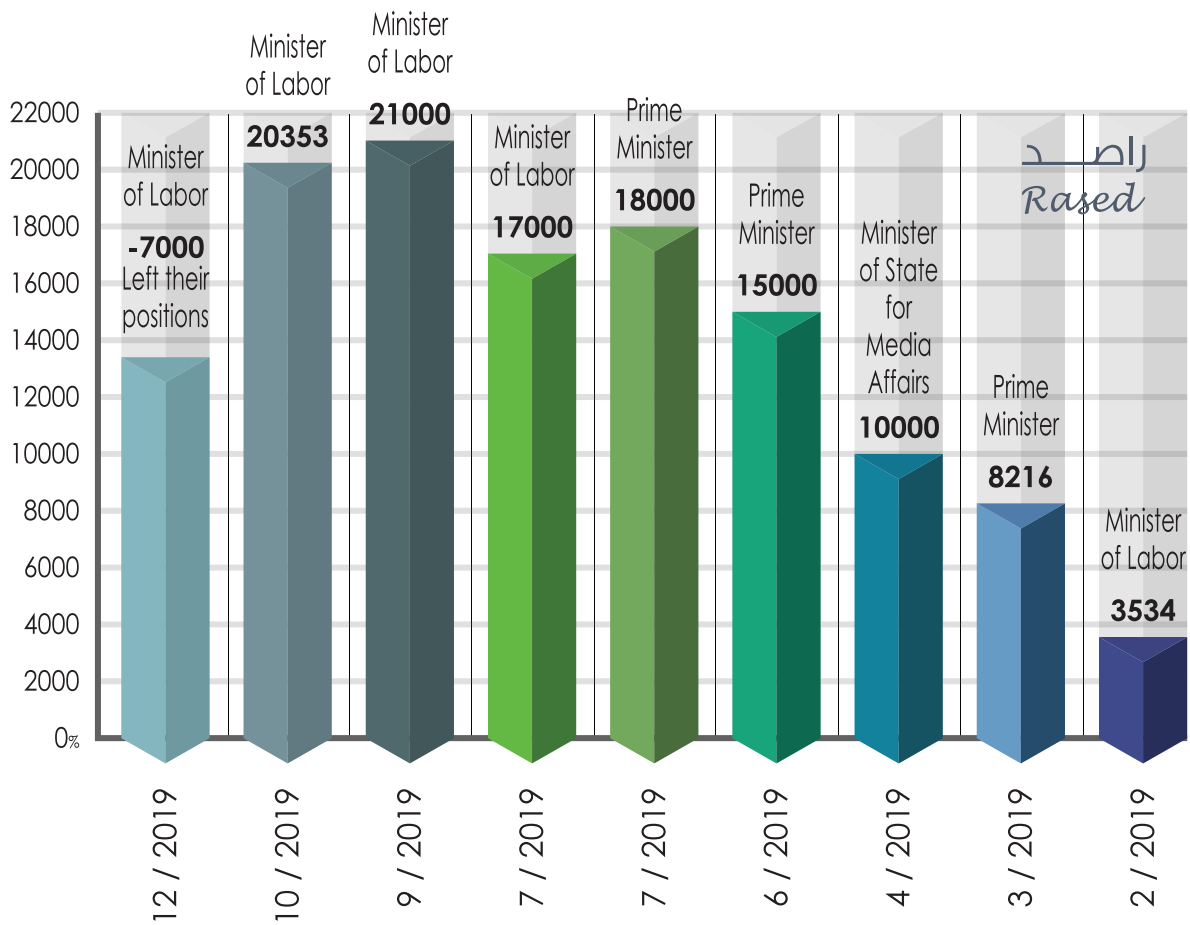
**Figure (9): Government statements in the field of work and employment during the year 2019**
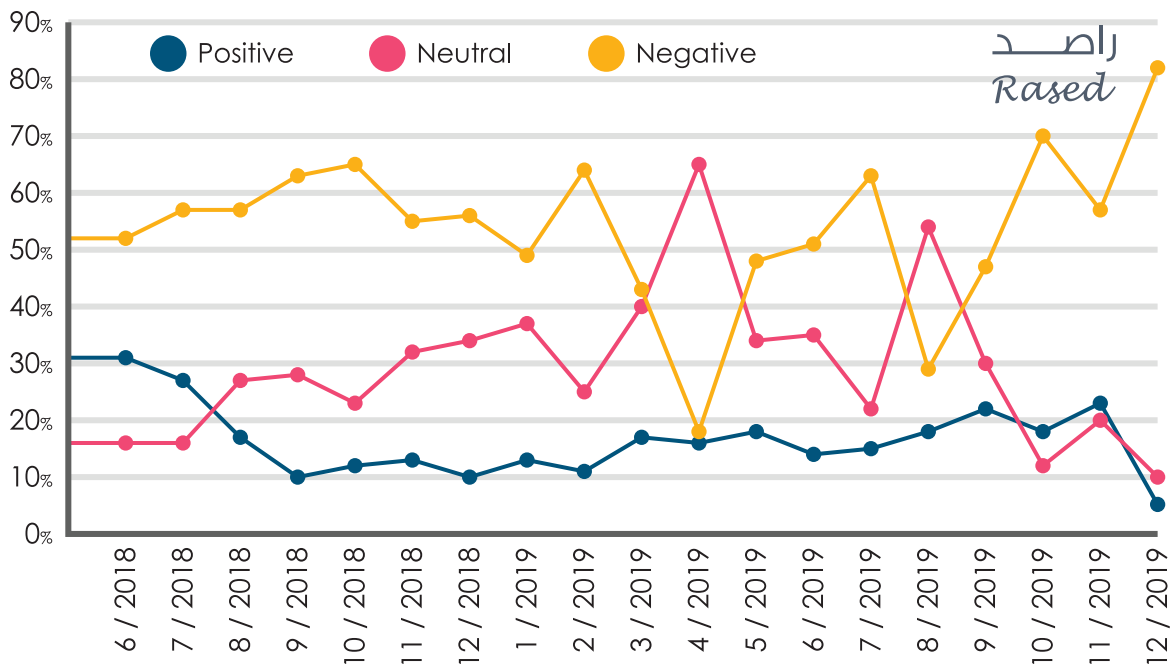
**Figure (10): Analyzing citizen attitudes about the Prime Minister's tweets on Twitter within a year and a half**



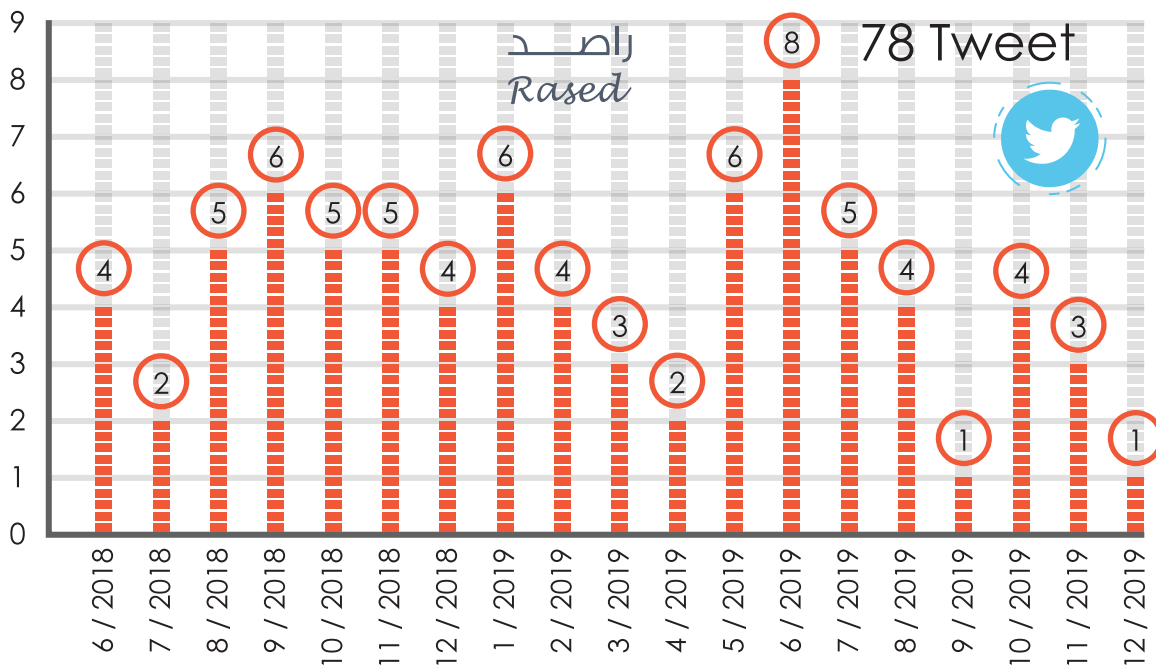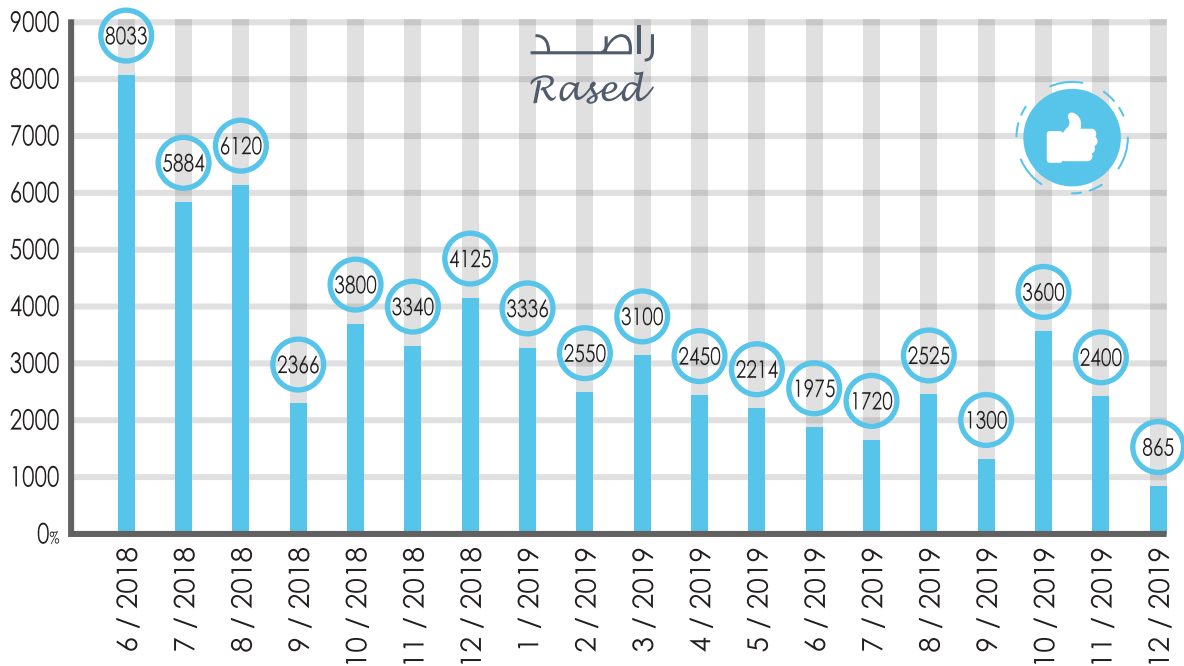**Figure (11): The number of tweets the Prime Minister did on Twitter in a year and a half**

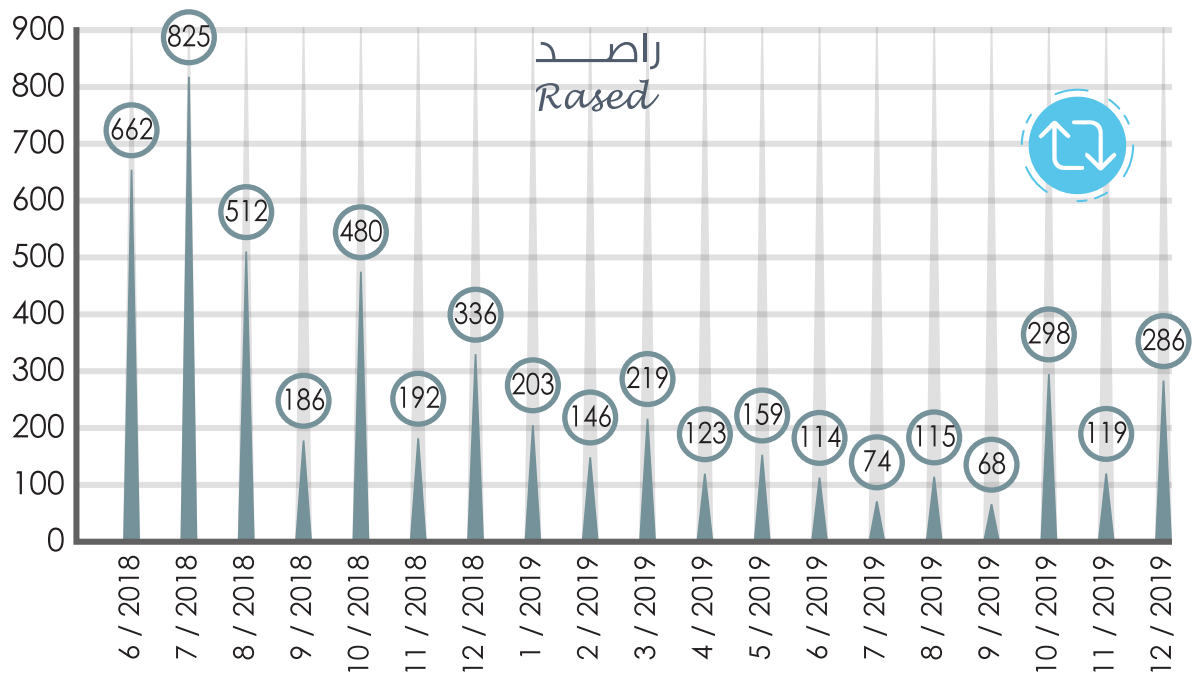**Figure (12): likes Average on the Prime Minister's tweets on Twitter within a year and a half**



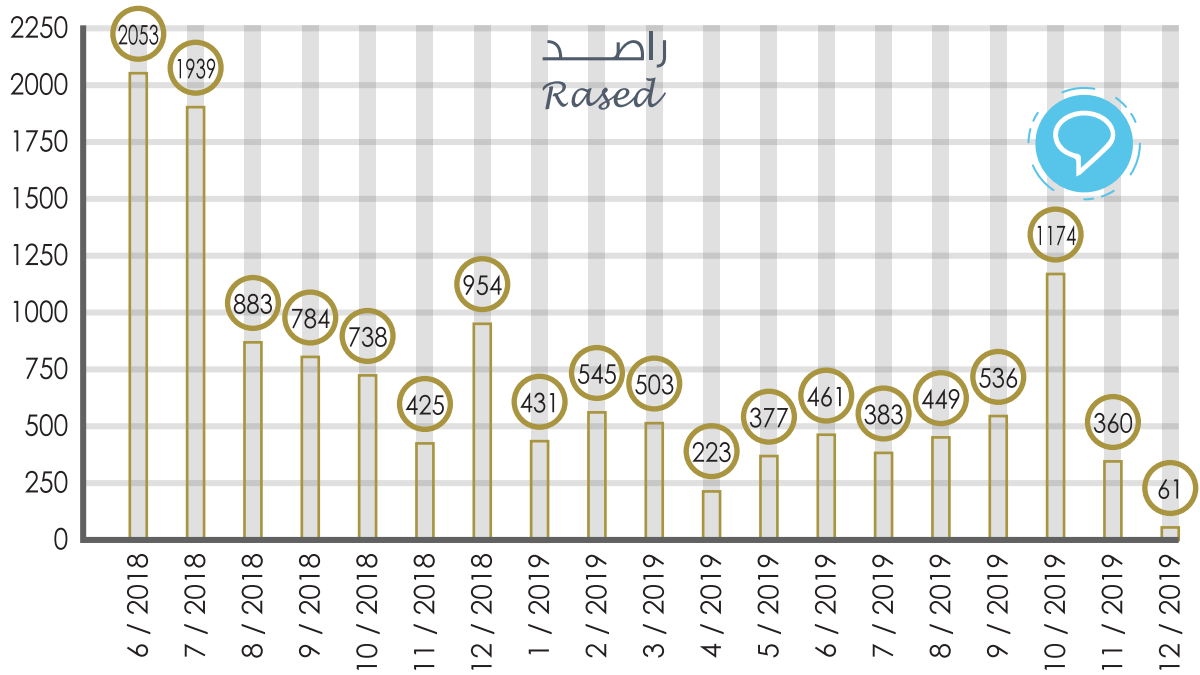**Figure (13): Retweet on prime tweets on Twitter within a year and a half**

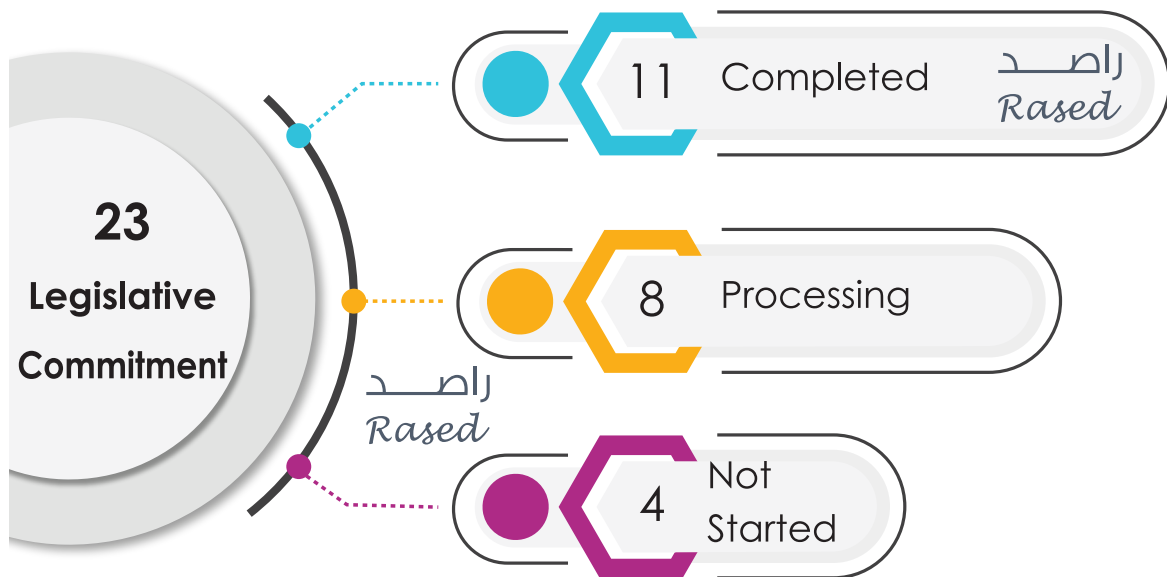**Figure (14): Average replies (comments) to the Prime Minister's Tweets on Twitter within a year and a half**



**Figure  (15): The legislative commitments fulfillment level of Dr. Omar Al-Razzaz government within a year and a half of its Age**

**494**
Legislation

**8.0%**
Laws

**41.0%**
Instructions

**51.0%**
Bylaws

The rate of regulations was **6.3** times that of laws

New
**30.0%**

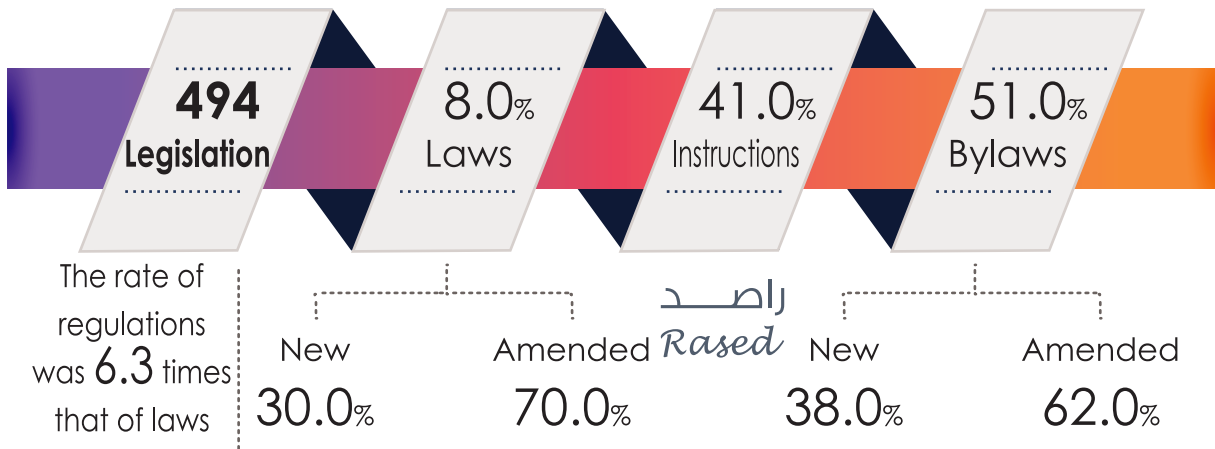Amended
**70.0%**

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New
**38.0%**

Amended
**62.0%**

**Figure (16) : Legislation published in the Official Gazette within a year and a half of the life of the government of Dr. Omar Al-Razzaz**

61.0% Published draft

291 Law and Bylaw

39.0% Unpublished draft

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251 Bylaw

40 Law

38.0% New

62.0% Amended

30.0% New

70.0% Amended

70.0% Published draft

30.0% Unpublished draft

45.0% Published draft

55.0% Unpublished draft

2.0% Published draft

98.0% Unpublished draft

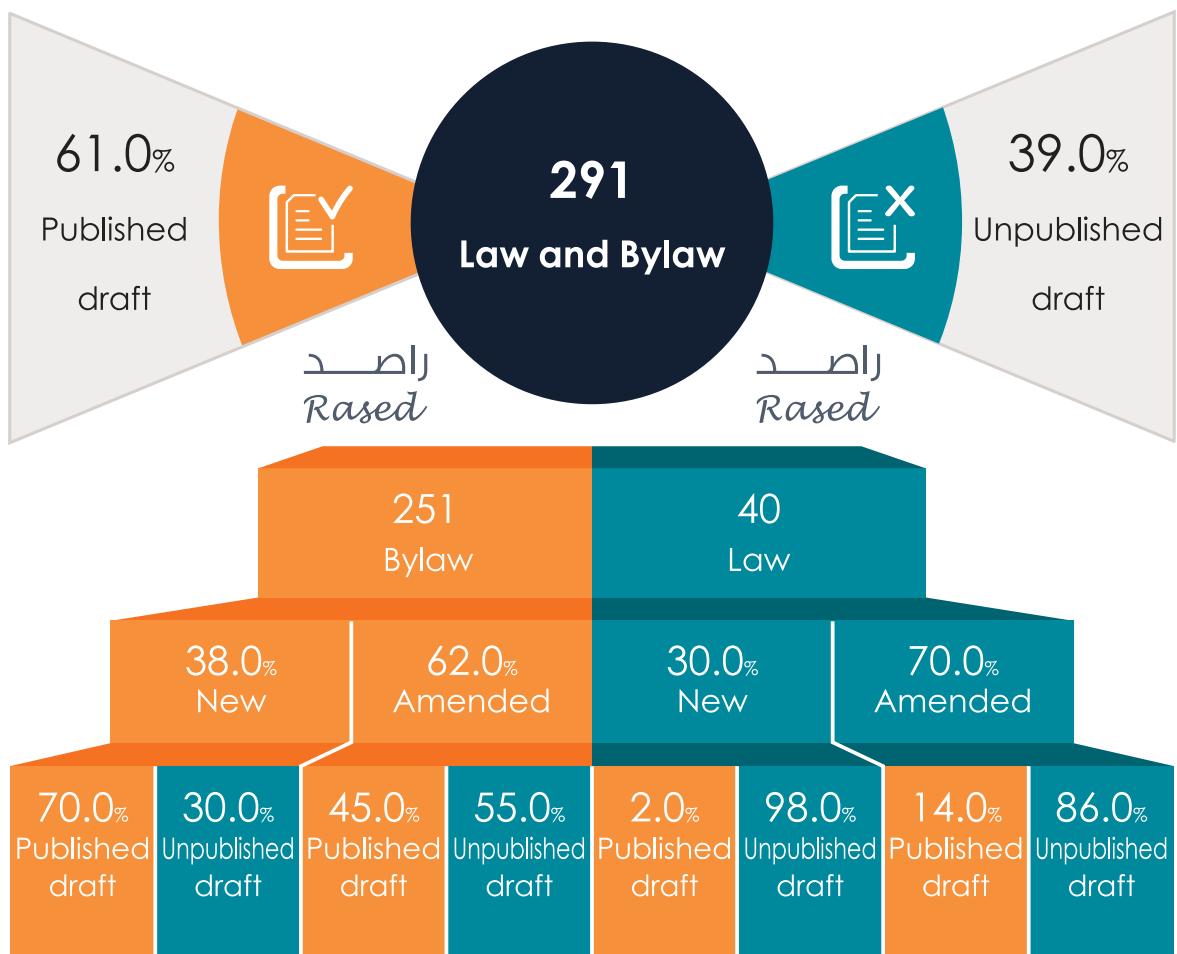14.0% Published draft

86.0% Unpublished draft

Figure (17): Extent of publishing draft laws and regulations through Legislation and Opinion Bureau website within a year and a half of Dr. Omar Al-Razzaz government

In light of the increased public interest in viewing the performance of the government through its achieved and ongoing commitments, and in light of the increased community awareness and technological openness which plays a major role in the delivery of information and the dissemination of rumors. and based on the responsibility of Hayat —Rased in fostering the culture of accountability and transparency as well as providing the correct information to the public opinion, Rased launched "Razzaz Meter" since the government of Dr. Omar Razzaz took over its constitutional powers on 142018/6/, this new monitoring tool in Jordan and the region aims to monitor and evaluate the performance of the government in implementing the government's plans and commitments, and track all the cabinet's decisions and categorize it. Additionally, the performance of ministers took part in the assessment includes tracking their activities business trips, following that these results are presented to the citizens as an essential tool in the promotion of transparency.

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

RASED راصد

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