

CHILD BUDGET ANALYSIS

JORDAN

2009



الجلس الوطني لشؤون الأسرة
NATIONAL COUNCIL FOR FAMILY AFFAIRS
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CHILD BUDGET ANALYSIS - JORDAN 2009

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A report commissioned by UNICEF Jordan country office
and National Council for Family Affairs

by

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Foreword

The United Nations Convention on the Rights of the Child (CRC) states that in all actions concerning children the best interests of the child shall be a primary consideration, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies.

In 2003, a National Plan of Action (NPA) for Jordan was drafted and released to form the general framework to guide sectors' decision makers involved with children to separate programmes for all age groups, with consideration to the basic principles of child rights. The goal of the National Plan of Action is to create a safe environment that develops and invests in the abilities of children through legislation, policies and programmes to focus on the physical, mental, social and emotional aspects.

The idea of a Child Friendly Budget was inspired through NCFA and UNICEF projects developed to enhance Jordanian families' lives. This initiative is the first of its kind in the region and aims to allocate an appropriate budget to secure the needs and rights of all children in Jordan. This project addresses decision makers and legislators of the national budget.

In the first phase of the project, the Ministries of Health, Labour, Social Development, and Education were taken as the pilot ministries for the study. After working with them on their budgets in 2009, this report was produced to work as a pilot study for ministries and organizations to help them implement child budgeting into their budgets. An engagement strategy was also produced and has raised interest at the highest levels of political, community and civil society leadership in the concept of child budgeting. Future plans are to train budget staff on Results Oriented Budgeting (ROB) so they can integrate this method into their annual planning and budgeting cycles.

Jordan has shown great leadership in the region by ensuring child budget analysis is integrated into the yearly programme budget to ensure that children are cared for by the system.

NCFA and UNICEF acknowledge the high level of commitment and participation by the partners who contributed to the research and thank the following for their dedication for ensuring the success of the project:

- General Budget Department
- Ministry of Education
- Ministry of Finance
- Ministry of Planning
- Ministry of Social Development
- Ministry of Health
- Ministry of Labour
- Ministry of Culture
- Jordan Hashemite Fund for Human Development
- Save the Children
- Jordan River Foundation
- Khleif and Samman

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EXECUTIVE SUMMARY

The aim of a Child Budget Analysis (CBA) is to analyse policies, plans and budgets which are associated with child rights to provide information which can be used to advocate for the fulfilment of these rights.

The Jordan 2009 CBA (conducted between March and August 2009) is the first study of its kind in Jordan. The objective of the study is to provide a baseline which will be used to plan a long term Child Budget Engagement Strategy. The methodology for the analysis made use of the framework described in the study 'Monitoring Child Socio-Economic Rights in South Africa'¹. This included identifying the rights which form the basis for the study (in this case the Convention on the Rights of the Child); identifying government policies and legislation giving effect to the rights; identifying specific programmes within a ministry resulting in the realisation of the rights; and then analysing budget allocations to the ministry programmes. The research team consisted of a combination of local and international consultants as well as non-government and government researchers bringing a dynamic mix of data and issues into the process.

The study looks primarily at the future budget (Medium Term Expenditure Framework). The primary source of financial data was the General Budget Law for 2009. Information on legislation and policy was collected from each Ministry included in the study and specific sector information was gathered from existing studies and from interviews with Ministry officials. The Child Budget Analysis was preceded by a study 'The Review of Budget Policy and Practices in Jordan'. This is a standalone study which provided the basis for the information in Chapter 3: Budget policies and Practices. Although the study is not included in the Jordan 2009 CBA in its entirety, it was commissioned to provide an understanding of Jordan's budget process on which the analysis was based.

The Jordan 2009 CBA adopts a rights based approach to analysing the Government of Jordan's commitment to children. The Convention on the Rights of the Child (CRC) was chosen as the set of rights to form the basis of the study. The study is a mapping exercise which aims to trace the right from the convention to constitutional, legal and governmental programme level, and then to the exact amount of money allocated to the specific rights article. A limitation in this regard is that with the aggregated budget structure used in 2009, where activity spending is not identified, it is not possible to make direct links to specific activities.

All aspects of the Jordan 2009 CBA were based on a partnership approach. Child Right's organ-

¹ Streak, J and Coetzee, E. (2004), *Monitoring child socio-economic rights in South Africa: achievements and challenges*, IDASA, Cape Town.

isations partnered with the state, which provided researchers and cooperated in providing access, information and resources for the study.

This research report is not an end result. The report includes a draft plan for monitoring, marketing, engaging parliament and setting up a Child Rights Committee to indicate how the study can be used to initiate a budget engagement strategy.

In addition to the unique nature of the Jordan 2009 CBA the study was perfectly timed to contribute to some important initiatives. Firstly, the study can be used to deepen the implementation of Results Oriented Budgeting (implemented in 2008), by focusing on developing child specific activities and performance indicators. Secondly, the study can be used as a resource to the other countries in the region embarking on anti-poverty and human rights oriented initiatives.

Main findings of the study

The overarching observation from the Jordan 2009 CBA is that the Government of Jordan (GoJ) has made a commitment to fulfil CRC Rights through creating an enabling environment for the establishment of programmes for the country's children. The GoJ has made impressive progress in many Child Rights areas over the last ten years. However, gaps do exist in the fulfilment of all Child Rights in Jordan.

With predictions of a slow-down of the economy of Jordan, the forward looking nature of this study will allow observations to be made on whether the GoJ will maintain their indicative levels of spending on child programmes in 2009-2011.

Equity in regional and governorate spending patterns: A superficial comparison of indicators, share allocation and per capita expenditure across governorates shows apparent anomalies and possible inequity. With the current decentralisation project in Jordan and the proposal that services are devolved to regional and municipal levels, it is crucial to ensure that the equity is reflected in spending levels.

Adolescents: Many adolescents perform poorly in the education system and there are fewer resources allocated to adolescent health. Noting that there is insufficient data indicating whether adolescents in Jordan are receiving equal access to appropriate service levels, commitment to the fulfilment of their rights should be elevated to a higher priority.

The disabled child: Anecdotal evidence suggests that there are some inadequacies in the services for disabled children. Over the Medium Term Expenditure Framework (MTEF), the budget for Special Care (Ministry of Education [MoE]) decreases by 7% and the budget for Handi-

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capped Affairs (Ministry of Social Development [MoSD]) decreases by 0.5%. The opportunity for the fulfilment of the rights of the disabled child needs to be raised to the same level as all children in Jordan.

The child offender: With recent developments in the field, including the drafting of a child justice bill, it is important to ensure the rights of the child offender are fulfilled.

Health: Over the MTEF the proportion of the GoJ budget to health increases steadily. The GoJ has indicated that they will raise this to 8.3% by 2011. The Jordanian National Plan of Action for Children advocates that the proportion of the Ministry of Health budget allocated to Primary Health should increase to 24% by 2014.

Education: The projected real growth rate for the entire MoE Budget over the MTEF indicates a 2% growth from 2009 to 2010 and 4% from 2010 to 2011. The budget for social and sports activities declines by an average of 16% from 2009 onwards whilst the budget for Special Education (MoE) decreases by 7% over the MTEF.

Social Development: 13% of Jordan's citizens live below the poverty line. Jordan's poverty alleviation programme is included in the National Aid Fund (NAF) budget which amounts to approximately 70% of the MoSD budget. A future study should examine the NAF budget focusing on programmes aimed at fulfilling children's rights. The current commitment of the poverty alleviation programme and social care programme is less than 2% of the country's budget over the MTEF. The proportional share of the Ministry's budget allocated to the disabled child increases minimally from 6.3% in 2009 to 6.8% in 2011. The proportion of the Ministry's budget allocated to the recovery and re-integration of the child victim increases from 5.2% in 2009 to 7.8% in 2011.

Child Labour: At 1 year below the legal age of employment, 15 year olds appear to be a vulnerable group in terms of their right to education and exclusion from employment. The budget for vocational training from the Ministry of Labour (MoL) decreases in real terms by 2% per year from 2009 onwards. The same pattern can be observed within the MoE budget for vocational training which from 2010 onwards decreases by 0.3%.

Expenditure patterns for Government Ministries in Jordan

% Total Country Budget	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Health	6.7	7.3	8.0	8.3
Education	7.9	8.9	8.8	8.7
Social Development	1.5	1.9	1.9	1.9
Labour	0.26	0.32	0.29	0.28
Child proportion % Ministry Budget	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Health	36.4	37.1	36.4	36.8
Education	93.1	93.3	93.1	93.4
Family & Protection & Handicapped Affairs	12.5	10.3	13.4	14.6
Labour	9.9	9.9	10.5	10.1

Source: General Budget Law 2009

Major recommendations of the study

The recommendations included in this report do not make suggestions on how to address areas where child rights are not being comprehensively fulfilled. This was not the purpose of the study. The major recommendation is that this report is utilised to promote a long term Child Budget Engagement Strategy. The vision of the engagement strategy is that all Convention on the Rights of the Child articles are reflected in Jordan's legislation and policies and are translated into effective government budgets and programmes. To achieve this, managers and policymakers need to be aware of child rights and show practical commitments to improving the provision of services to children. The starting point of improving services to children is the government budget and Jordan's Results Orientated Budget (ROB) which provides a performance orientated planning and budgeting framework to implement and monitor this.

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Abbreviations and Acronyms

BDN	Budget Declaration Notice
CBA	Child Budget Analysis
CBDA	Child Budget Delivery Analysis
CHI	Comprehensive Health Insurance
CIP	Civil Health Insurance
COA	Chart of Accounts
CRBM	Continuous Child Rights Budget Monitoring
CRC	Convention on the Rights of the Child
CRSDM	Child Rights Service Delivery Monitoring
EFA	Education for All
EU	European Union
GoJ	Government of Jordan
GBD	General Budget Department
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GFMIS	Government Financial Management System
GFS	Government Financial Statistics
GMD	Government Ministries, Directorates, Departments and Public Institutions
HDI	Human Development Index
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDASA	Institute for Democracy in South Africa
ILO	International Labour Organisation
IMR	Infant Mortality Rate
IPJJ	Interagency Panel on Juvenile Justice
JOD	Jordanian Dinars
KG	Kindergarten
KPI	Key Performance Indicator
MDG	Millennium Development Goals
MENA	Middle East and North Africa
MMR	Maternal Mortality Rate
MoE	Ministry of Education
MoF	Ministry of Finance
MoH	Ministry of Health
MoL	Ministry of Labour
MoPIC	Ministry of Planning and International Cooperation
MoSD	Ministry of Social Development
MTEF	Medium Term Expenditure Framework

MTFF	Medium Term Fiscal Framework
NAF	National Aid Fund
NCFA	National Council for Family Affairs
NER	Net Enrolment Ratio
NGO	Non Governmental Organisation
NPA	The Jordanian National Plan of Action for Children
ODI	Overseas Development Institute
OECD	Organisation for Economic Cooperation and Development
PHC	Primary Health Care
PFM	Public Finance Management
ROB	Results Oriented Budgeting
SA	South Africa
SLCBM	Strategy and Legislative Child Budget Monitoring
TIMMS	Trends in International Mathematics and Science Studies
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNRWA	United Nations Relief and Works Agency
VTC	Vocational Training Corporation
WHO	World Health Organisation

1. Child Budget Analysis in Jordan

1.1 What is a Child Budget Analysis?

The aim of a Child Budget Analysis (CBA) is to analyse policies, plans and budgets which are associated with child rights to provide information which may then be used to advocate for the fulfilment of child rights.

Before describing a CBA in more detail, it may be important to clarify three terms:

- Child Budget Analysis
- Child Budget Monitoring
- A Children's Budget

A Child Budget Analysis (CBA) is a once off research project which analyses the commitment of a country to provide services for children. A CBA could focus only on government programmes and budgets or be expanded to include the programmes and budgets of international organisations, civil society, community and family groups. It could have a single focus (e.g. Social Protection) or could cover the entire country's budget. It could also be extended to evaluate actual service delivery. There is no standardised methodology for conducting a CBA. The country context and the type of information available will influence how each CBA is conducted.

Using a CBA as a baseline study, a Child Budget Monitoring project could be established to conduct annual monitoring and reporting on a government's (and other stakeholders) efforts to provide for children. It is hoped that the Jordan 2009 CBA, will be used to set up an ongoing Child Budget Monitoring project. This is discussed further in the final chapter of this report.

A Children's Budget has become a popular term in child rights organisations and can be confusing without an understanding of what it refers to. As with the CBA, there is no standard methodology or format for a Children's Budget. A Children's Budget is the final outcome of a CBA as it shows the allocation of funds to initiatives which benefit children directly. The concept of a Children's Budget can be expanded to include a Child Friendly Budget which implies a budget with sufficient allocations to meet the needs of children.

Before embarking on a CBA, it is important to identify the target audience i.e. who will use the results of the study for it to have the desired impact of advancing child rights? This may influence the type of questions being asked by researchers. Typical users of the CBA may include:

- Parliamentarians: the CBA will provide important information for the oversight and monitoring role in government's budgeting for child rights;

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- Child rights advocacy groups: using the CBA to advocate for further spending and service delivery for child rights; and
- Government officials: who are responsible for allocating resources to child rights programmes; designing policies and programmes; and implementing child rights programmes.

There are basic research questions a CBA will cover. Firstly, a CBA needs to identify which child rights will form the basis of the study. Once these have been determined, the next step is to identify government policies and legislation which give effect to the child right in question. Following this, specific programmes within a ministry should be identified which when implemented result in the right being realised. The research should establish whether there is any discrimination in access to services offered by the programme.

The next stage is to identify and record budget allocations to the child rights programmes. It is important to recognise that there may be differences between budgeted expenditure, allocations released from the Treasury/Ministry of Finance and the actual expenditure realised. For the analysis of past years, actual expenditure should be used as this is the most accurate reflection of government's commitment to a particular programme. Another important question is to assess whether the funds allocated have resulted in actual service delivery. In other words, have the beneficiaries of the programme, the children, in fact received the services that the money was allocated for.

Example of a Child Budget Analysis studies from Indonesia:

In September 2009 the national planning commission of Indonesia (BAPPENAS), UNICEF and the Fiscal Policy Office in the Ministry of Finance implemented a 6 month Child Budget Engagement Strategy which included:

An initial Child Budget Review of the 2009 National Government Budget.

A comprehensive Child Budget Analysis of the 2010 National Government Budget which included case studies from provinces and districts.

A Budget Mapping Focus study on the Public Nutrition Improvement Program at national, provincial and district level.

Lessons from the Jordan Child Budget Analysis (2009) provided a resource to UNICEF, Indonesia. In addition to the analysis, the initial 6-month Child Budget Engagement Strategy included capacity building for civil society and government officials and in 2010, a Technical Working Group was set up to review the Child Budget Analysis and discuss a long term Child Budget Engagement Strategy.

Indonesia has approximately 230 million people, spread over 17,000 islands. With a State Budget of over US \$ 910 million, almost 30% is earmarked for a range of poverty alleviation programmes, consumer subsidies and reconstruction and development programmes. An estimated 14.2% of Indonesians live below the national poverty line. Their economy was severely impacted by the 1999 Asian financial crisis and in 1999 and 2005 the country experienced food shortages. Despite a drop of about 2% since 2007, Indonesia has maintained a 5% economic growth target in 2010.

The government and budget system of Indonesia is highly complex, with most of the service delivery carried out by semi-autonomous Regencies. Indonesia has a constitutional prerogative to spend 20% of its budget on education (inclusive of national, provincial and local government). The National Ministry of Health and the Ministry of Social Affairs receives 6.3% and 1.8% of the national budget respectively (these proportions exclude the major poverty alleviation programs and sub-national spending).

1.2 Jordan CBA 2009

1.2.1 Methodological Approach

The Jordan 2009 CBA is the first study of its kind in Jordan. The aim is therefore to provide a baseline study for future ongoing child budget monitoring in Jordan. The methodology for the analysis used the framework described in the study ‘Monitoring Child Socio-Economic Rights in South Africa’². The Jordan 2009 CBA has the potential to provide a powerful advocacy tool for children’s rights.

All aspects of the study are based on the following three approaches:

- a rights based approach;
- a partnership approach;
- an engagement approach;

The starting point of the Jordan 2009 CBA is that it adopts a rights based approach. A rights based approach is based on the concept of a ‘duty bearer’ and a ‘rights holder’. The Jordan 2009 CBA analyses the Government of Jordan’s (as the duty bearer) commitment to children (the rights holder). The Convention on the Rights of the Child (CRC) was selected by stakeholders as the set of rights on which to base the study. A Child Budget Analysis could adopt a standards based approach to observing child programmes and budget allocations. This approach would measure current and expected performance of the state against past performance and interna-

2 Streak, J and Coetzee, E. (2004), *Monitoring child socio-economic rights in South Africa: achievements and challenges*, IDASA, Cape Town.

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tional standards. In this way it would identify gaps and areas of poor performance based on what the service levels could or should be.

The rights based approach uses rights (in this case the CRC) as the performance standard. Within the paradigm of a rights based approach, it is important to recognise that the state is not the only duty bearer. There is a complex interaction between the duty of providing access to opportunities for the fulfilment of rights and the rights holders own responsibility to the fulfilment of their rights. This study focuses only on the commitment of the State (duty bearer) to children (rights holder), observing what they currently receive and comparing it to what they are entitled to receive. The reason they have that entitlement is because the state has entered into a treaty which commits them to their duty to give children the rights they are entitled to.

The study was conducted as a partnership of two Child Right's organisations (UNICEF and NCFA) with the Government of Jordan who provided researchers, access, information and resources for the study. The researchers included international consultants, a local consultancy and government officials. The partnership approach extends to future expectations. All of the stakeholders are included in the process of using the findings of the Jordan 2009 CBA to improve the opportunity for every child in Jordan to have their rights fulfilled. The Jordan 2009 CBA thus has the potential to provide a powerful advocacy tool for children's rights.

The study is based on a three year (MTEF) budget and focuses on the targets and allocations for the years 2008-2011. In this manner it is creating baseline data for monitoring the future intentions of the GoJ as opposed to their past delivery track record. The methodology for the analysis used the framework described in the study 'Monitoring Child Socio-Economic Rights in South Africa'.

1.2.2 Uses and value of the study

The Jordan 2009 CBA is perfectly timed to influence 3 important processes:

- **Results Oriented Budgeting (ROB):** The Jordanian Ministry of Finance – General Budget Department (GBD) implemented ROB in 2008. The ROB is a budget reform initiative which has its major focus on fulfilling outcomes and objectives. The budget has been restructured into programmes and for the first time the budget includes Budget Indicators (targets) for programmes. The 2010 ROB Budget will deepen the reform to include budgets at an activity level. The Jordan 2009 CBA can be used by the General Budget Department as well as the Ministries to set child specific activities. This is discussed in more detail in the concluding chapter.
- **Spearheading child rights in the region:** As the Middle East and North Africa (MENA) countries embrace anti-poverty and human rights oriented initiatives, Jordan's high profile commitment to human rights and the Jordan 2009 CBA can be a resource to the region.

- **Spearheading Child Budget Analysis projects in UNICEF:** Internationally, many UNICEF offices are implementing child rights and human rights budgeting projects. The Jordan 2009 CBA may be used as a resource when they embark on their initiatives.

1.2.3 The research team and reference panel

The research team consisted of a group of 8 local researchers from the Ministry of Finance - GBD, Education, Health and Social Affairs and Khleif & Samman (K&S), an Amman based Management Consultancy, (part of international group Moore & Stephens). Two international Child Rights Budgeting experts from Ashenzi Consulting, Ian Mackenzie and Adrienne Shall added international experience and a public finance management perspective to the team.

Reference panel

As part of the research process a reference panel was formed to advise and review the various stages of the study. In particular, the reference panel was tasked with assessing the appropriateness and accuracy of data. The members of the reference panel comprised of:

- The NCFA;
- UNICEF Jordan;
- NGOs related to children i.e. Save the Children, Jordan River Foundation, Jordan Hashemite Fund for Human Development; and
- Ministry representatives from Finance (General Budget Department); Planning and International Cooperation; Education; Health; Social Development and Labour.

1.2.4 The process of setting and adopting the Research Framework

One of the strongest success factors of the Jordan 2009 CBA was that the researchers were involved in drafting the analysis framework (or terms of reference) for the research. Although UNICEF and NCFA initiated the process, they adopted an open minded approach to allow the Researcher Workshop, held in March 2009, to create the concepts and final methodology of the research which was then adopted by the Reference Panel. In addition the international consultants did not impose a particular methodology or conceptual understanding but instead provided various options and experiences from other countries, which were then adopted by the Reference Panel. The Jordan 2009 CBA was preceded by a preliminary study on budget policies and practices of the Government of Jordan. This study was commissioned by UNICEF and NCFA and conducted by Khleif and Samman who were later appointed as the local research agency for the Child Budget Analysis. Chapter 3: Budget Policies and Practices in Jordan, draws heavily on the information from the preliminary study which also provided the background framework for the implementation of the Child Budget Analysis.

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1.3 How to use this report

In describing how the Jordan 2009 CBA report can be used, it may be best to first describe what the report is not, and then proceed to how the report may be used now and in the future.

The report is not a situational analysis. It does not provide a comprehensive picture of children in Jordan. Although statistics and descriptions are included in the report, these are given for the purpose of understanding and contextualising the budget data. The statistics and descriptions allow the reader to compare the amount of money spent with the extent of challenges to be addressed.

If the report does not provide a situational analysis, what does it provide? The best answer to this question might be that it provides a map. It is a map with two elements. To begin with it describes a logical flow of investigating child rights in Jordan. Secondly, it was commissioned as a baseline study and in this regard provides a platform on which to build future child budget analysis and monitoring in Jordan.

1.3.1 Child Rights

The starting point on the map is a universally accepted list of rights which every child is entitled to. With the CRC as the starting point, a logical flow of assumptions follows:

- Because Jordan has signed the CRC, they have agreed that all children in Jordan have a set of rights (they are the rights holders).
- Having concurred that children are entitled to these rights, the state has agreed that is their duty to provide children with opportunities to have these rights fulfilled. We would therefore expect that they are written into the constitution, laws and policies of Jordan.
- If they are part of the constitutional and legal framework of Jordan, we expect that the Government has established programmes designed to comply with the law and in this way provide children with an opportunity to have their rights fulfilled.
- If the government of Jordan has established programmes designed to allow the rights of the child to be fulfilled, we expect they have allocated sufficient funds for this purpose.

1.3.2 Coverage of the report

This report looks at four ministries: Health, Education, Social Development and Labour. These are clearly important ministries contributing to child rights.

The study analyses the ministry's budget and not the issue or the sector. A sector or issue based study would have looked at all the contributors to services for children. This would include the contribution made by a range of government ministries, the private sector, as well as communities and families. Although mention is made of other bodies the study analyses only the effort of the ministry itself.

1.3.3 Structure of the Report

When embarking on the journey through each chapter a logical flow is followed.

1. *Understanding child's rights*

This first section is designed to stimulate the reader's interest. Instead of providing a context of the child rights specific to the Ministry, it takes the CRC wording, breaks it down into elements and asks: what is this right really saying? What are the elements of the CRC Right and therefore what is it that a child can expect access to and how can a child expect to be treated? This section aims to challenge the readers in their own understanding of the rights which have many perspectives and are open to a range of interpretations.

2. *The CRC Rights*

The second section provides a table which states the major rights, specific criteria attached to each right and classifies the right into:

- Access Rights: services a child has the right to have access to;
- Entitlement Rights: ways the child can expect to be treated; and
- Rights for vulnerable groups.

Section 2 allows the reader to know which rights from the CRC we can expect a Ministry to contribute to. Some of them have a direct link (i.e. the right to free primary education) others may be less direct (i.e. the right to be heard).

3. *The Constitutional and legal framework*

Having identified the rights we can expect a Ministry to contribute to, we continue the journey by asking the question: 'knowing that Jordan signed the CRC and agreed to provide all its children with access to CRC rights³, what has it done to ensure the fulfilment of the right?'

We look at whether the Constitution of Jordan makes specific mention of the rights relating to the Ministry. We look at the international treaties Jordan has ratified. We also look at how the National Agenda and National Plan of Action for Children (Jordan's guiding strategic documents) uphold the rights.

3 Noting the reservation on some of the CRC articles

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A table linking rights to legislation is included in this section. It identifies the legal framework pertinent to each ministry and the child rights issues that the ministry focuses on. The purpose of the table is limited to identifying legislation and does not analyse the law or link it directly to the budget, as the Reference Panel chose to use the CRC and not country legislation as their rights framework (a Child Budget Analysis could be based on the legal rights of children, as opposed to the CRC rights). The tables indicate that Jordan has a comprehensive legal framework, closely linked to the CRC.

South African Comparison

After describing what the Jordan Constitution says about a specific right of the child, the Constitution of South Africa (Act 108 of 1996) is cited. This is done to provide an example of what could be included in a constitution, especially where this area is excluded from Jordan's Constitution. South Africa was chosen primarily as it is viewed as one of the world's most progressive constitutions in terms of human rights. Passed in 1996, during the transitional phase from a white minority government to a black majority government, the Constitution of South Africa was drafted to build a new state based on equality and human rights. Recognising this, it is not cited as a best practice example. In some situations vague wording and ambiguities cloud the essence of the right and this critique of the South African Constitution is included in the report.⁴

To conclude this section, the Ministry's mission, vision and strategic goals are given to allow the reader to gain an understanding of the strategic thinking of the Ministry.

4. CRC Rights, Ministry Programmes and Budgets

All of the data so far has established the framework within which a Ministry operates. This framework then needs to be translated into actual programmes and activities.

The General Budget Law for the fiscal year 2009 is the sole source of financial data. The Results Orientated Budget (ROB) was implemented in 2008 and the 2009 ROB aggregated budget allocations at a Programme Level. The study was therefore unable to identify allocations to specific items of expenditure. The General Budget law includes financial data for 2008-2011. At the time of writing, the 2008 actual expenditure was not available; therefore the re-estimate figure was used as an indicator of the actual amount spent. Initially the idea was to show the 2008 budget amount as well as the re-estimate of actual expenditure to identify whether Ministries were under or over spending on their allocated budget. However, these differences were found to be insignificant and therefore only the 2008 re-estimate figure is shown in the budget tables. Annex 1 provides the full budget tables.

⁴ As the authors are citizens of South Africa and were involved with developing legislation, publications and capacity building on specific parts of the constitution, it is included from a convenience sample perspective.

Ministry Budget

The first table in this section shows the budget allocation to the Ministry as a proportion of the Government of Jordan budget. There is very little that can be assumed from this without an in-depth analysis. Simply because a Ministry gets a large share does not mean it is a priority; the large share may merely be based on the large beneficiary base or the nature of services to be delivered. Comparing, for example, the size of Jordan's Social Development budget with another country's will also make no sense unless it is compared with spending on exactly the same functions. For this reason these comparisons are not made. The use of this table is in looking at the trend over time. If the share allocation is shrinking or expanding over time, questions arise.

In the same table the proportion of the Ministry's budget dedicated to children is shown. Stakeholders decided that the research should attempt to identify and analyse spending dedicated specifically to children. 'Dedicated' means policies, programmes and budgets aimed solely at children. The reason for this narrow definition is to focus on the child and how much money is spent exclusively on them. The study includes:

- programmes providing a service only for children; and
- portions of programmes providing a service only for children.

This was a fairly simple exercise for Education and Child Labour but not as straight forward when looking at Social Development and Health programmes as it is not always possible to identify the proportion spent on children. In addition, particularly for health, it is artificial to allocate a portion of pre/post-natal care to a Child Budget and another portion to a Women's Budget as the health of women is of direct benefit to the child. Noting this, the research team attempted to recognise child specific spending and utilised an estimate, based on usage levels and level of service, to decide on the proportion that is child specific. The child proportion will therefore differ for each Ministry and in some instances for each programme. The way the child portion was calculated is explained in each section.

Child allocations by programme as a % of total Ministry Budget

The table under this section shows the proportion (over the MTEF period) of the Ministry budget for each programme. Once again assumptions cannot be made on the size correlating to the level of priority of the programme and this table is only useful when trends are observed over time.

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Budget per programme

The budget per programme table has three figures:

- The amounts allocated to the child portion of the programme for 2008 – 2011;
- The nominal growth of the amount allocated to the child portion of the programme for 2008 – 2011; and
- The real growth of the amount allocated to the child portion of the programme for 2008-2011.

For 2008, the actual amount is the re-estimate amount in Jordanian Dinars (JOD). For 2009 – 2011 the amount represents the budget estimate. In future budget studies this will become useful as a comparison to the actual amount spent. It will also allow us to see whether the indicative amounts for future years are revised and by how much.

The nominal growth has limited value as it merely shows us whether more JOD are allocated based on the current value of the JOD. When nominal growth is translated into real growth, we can use this figure to make a number of observations. Does the real growth accommodate changes to the population? The use of this would, for example, be to (1) take the projected population growth as a cost driver and (2) take the strategic goals as a cost driver and ask whether the allocation can supply the services based on what the real demand will be. Real growth was calculated using the assumption, supplied by the Central Bank of Jordan, of an annual 2% inflation rate for 2009 – 2011. The inflation rate was used to calculate a price deflator for each period to convert the nominal value to a real value using 2008 as the base year⁵.

Capital injections often distort trends over time. When a Ministry embarks on a capital project, the allocation will shoot up and then, in all likelihood, revert to its previous level of growth. When analysing future year budgets, it is important to look at whether current expenditure has been increased to accommodate the life time costs of the capital investment.

Challenges stated by ministry officials

The research team conducted informal interviews with Ministry officials, primarily to gather budget information and seek clarification on issues. During this process ministry officials were asked about the major challenges facing them and these are reported by the researchers. The challenges raised are their personal opinions and are therefore anecdotal.

5 The formula for calculating the deflator is: "deflator year 2 = deflator year 1*[1+(Inflation year 2/100)]". The deflator for year 1, the base year, is set at 1.

Targets for the Programme

The Millennium Development Goals (MDG) and their indicators are provided if the Ministry is aligned to achieving an MDG target. This is important as the MDGs are a major cost driver. Where relevant targets could be found in the Jordanian National Plan of Action for Children, these are included.

Performance indicators from the 2009 General Budget Law are identified. They should, but do not always, align with the MDG and the Jordanian National Plan of Action targets. In addition, NPA targets are not always aligned to the MDGs. In future budget monitoring this set of indicators will be a major part of budget monitoring (this is explained further in the final chapter of this report).

5. Observations and recommendations

The last section of each chapter makes some observations on trends and patterns in each Ministry. Situational analysis information and statistics are included where they assist in understanding budget issues. Questions are asked and observations made on the trends emerging from the data.

Included in this final section, are comparisons of spending across governorates for the:

- share allocation for each governorate; and
- per capita cost for the programme item/per governorate.

These two items are useful, but at this stage serve only to raise questions and cannot be used to draw any conclusions. It could be expected that governorates with higher population figures receive a larger allocation as they are expected to provide services to a larger beneficiary group. In most instances this is true, but not always. There is often a logical explanation for any unusual trends and at this stage the study was merely able to observe the trend. It could also be expected that the governorates with larger child populations should be able to lower their per capita cost as they can rationalise resources and provide a cost-effective service to a large number of people. While this is true for some programmes, it cannot be generalised. In the following chapter a table on statistical data for contextualising the observations in this report is provided with the total child populations per governorate. This is not repeated in all chapters so when reviewing governorate trends, this should act as a reference point.

Discussion boxes are also included in the text. These are anecdotal, and are incorporated to raise interesting issues relating to child rights.

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At the end of each Ministry chapter, a list of people from the ministry who were involved in providing information is provided.

The remainder of this report is structured as follows:

- Chapter 2 explores child rights as a conceptual framework;
- Chapter 3 discusses budget policies and practices in Jordan;
- Chapters 4 – 7 present the findings from the four ministries;
- Chapter 8 concludes with observations, recommendations and a proposed monitoring framework.

The reader will, by the end of the report, have a picture of children in Jordan and what is being done by the GoJ to fulfil child rights. If the reader has many questions and the need to explore further as well as gain clarity on areas that have been explored, the study has served its purpose.

2. Child Rights

2.1 A conceptual framework

When discussing rights and working in human rights organisations, it is often assumed that the concept of rights is understood in the same way by all. This study, and the way the report is written, adopts the definition that rights are ‘promises’. This is based on a statement made by J. Schultz, Executive Director of Amnesty International USA in 2002⁶.

The term ‘promises’ could be interchanged with duty, contract, commitment or agreement. Rights are contractual. Regarding the CRC (and other international treaties) the government of a country,

“Human rights are the promises that societies make to their members to assure dignity”

through signing the treaty or protocol, has entered into a contract firstly with its citizens and then with the international community that it will treat its citizens in a certain way. Using the word promises personalises the contract. Through agreeing to a rights convention, the government makes promises to its citizens. It promises its citizens that they can expect to be treated in a certain way. Rights are not confined to how governments treat people, but also refer to the promises people make on how to treat each other. This study has focused on the promises government has made, as it is an analysis of government programmes and budgets. The study adopts an almost legalistic approach to rights.

There are five core principles that all rights are based on. If any of the five principles are removed, the right becomes self defeating. The five principles that all universal rights are based on are:

- Universality: no groups are excluded from the opportunity to having the right fulfilled;
- Equality: no discrimination is tolerated in the application of the right;
- Comprehensiveness: the right is applied in its entirety;
- Adequacy: the right gives a minimum level which should be met, but can be exceeded; and
- Appropriateness: the rights must be appropriate to the reality of community beliefs.

A sixth principle would be that of equitable administration. This is of particular relevance when looking at the state’s duty. Rights can only be met if systems are in place to ensure that they are accessible. Therefore, in the planning, implementing and monitoring of rights, every effort needs to be made to allow the same standards to be applied to all people. This leads to the flip-side of a right. If a promise has been made, then attached to that promise is a duty. In the CRC the state is given a duty in that it is expected to provide a child the opportunity to fulfil their right by applying maximum effort, within the resources at their disposal.

6 Schultz, J. (2002), Promises to Keep – Using Public Budgets as a Tool to Advance Economic, Social and Cultural Rights: A Conference Report, Mexico City: Ford Foundation and Fundar

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The state is expected to facilitate two types of rights:

- Entitlement rights: the way children can expect to be treated (i.e. respect, protection);
- Access rights: an obligation that state must provide access to certain services (i.e. access to water, food, health care & social security).

In this regard the role the state plays may be that of:

- **provider**: providing access to services aimed at fulfilling the right;
- **regulator**: regulating that rights are applied by all: family, community, civil society;
- **promoter**: winning the community over to the idea of equal rights.

Most rights treaties, including the CRC, have conditionality attached. The level of fulfilment of rights is based on available resources. This leads to the concept of progressive realisation of rights. As more resources become available to the state, more effort will be made to fulfil the rights. This is evident in conditions such as ‘the state will take reasonable legislative and other measures to provide...’

The wording of rights is important. To understand the promises made, the precise wording of the promise needs to be analysed. For example if we consider CRC28:

“Children have a right to free basic education”

Clarity and agreement need to be reached on:

- Children: Does this include 18 year olds who are defined as children in the CRC?
- Free: Does this mean ‘at no cost to the household’?
- Basic: Is this only primary or does this include early childhood development? What subjects are included in basic?

In the chapter on education, this right to free basic education is analysed and the confusion created by similar, yet different, terms (basic, primary and elementary) is discussed.

2.2 Child Rights in Jordan

By 2008, Jordan had ratified the highest number of international human rights treaties of all the countries in the Middle East and was instrumental in the process of promoting universal human rights in the region. In line with the other global initiatives focused on child rights, a series of regional conferences led to a regional declaration and plan of action being adopted. The major milestones were:

- 2001: Cairo Declaration & ‘World Fit for Children’ which agreed on a unified Arab position on the global recommendations on child rights while preserving the Arab heritage

- Bahrain 2003: “Draft Arab Plan of Action for Children”
- Tunisia 2004: Arab Plan of Action for Children 2004-2015 (which is a guiding framework for all Arab countries in the development of their national plans of action for children)
- The CRC was signed by Jordan in 1990, made a Royal Decree in 1999 and passed into law in 2006 with reservations on three CRC articles relating to freedom of religion, foster care and adoption procedures.

The 20/20 Initiative for Universal Access to Basic Social Services was recommended at the Copenhagen World Summit for Social Development. It calls for the allocation of at least 20% of the budget in developing countries and 20% of official development assistance to basic social services. It is supportive of CRC4, which emphasizes the need for the maximum possible allocation of available public resources to fulfil children’s rights. Basic social services include health, education, nutrition, water and sanitation. In 2008, 16% of the total GoJ budget was allocated to health, education and social development. Noting that this excludes water, sanitation and other social programmes not included in this study, Jordan is probably close to meeting its 20% spending requirement.

The Constitution of Jordan has 19 articles on human rights, including the right to:

- no discrimination
- work and education
- live in a state of tranquillity and equal opportunity
- citizens not being deported
- protection of private property
- freedom of worship
- freedom of opinion & speech
- protection from poor labour practice

In addition to the 19 general human rights, there are three articles which impact on children’s rights:

- Article 19: Congregations shall have the right to establish and maintain their own schools for the education of their own members
- Article 20: Elementary education shall be compulsory for Jordanians and free of charge in Government schools
- Article 23(d): Special conditions shall be made for the employment of women and children.

The Jordanian National Plan of Action (NPA) for Children (2004-2013) and the National Strategy for the Jordanian Family (2005)

In support of the CRC and the Constitution of Jordan, the NPA provides the overarching policy framework for children in Jordan. It was launched in October 2004 in the presence of King Abdullah II and Queen Rania Al- Abdullah. The NPA aims to build a ‘Jordan Fit for Children’,

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by creating a secure environment that guarantees their rights to survival, development, protection and participation. The vision is to create supportive conditions through positive legislation, policies and programmes for physical, mental, social and emotional well-being. It reflects national priorities and the principles of 'A World Fit for Children' and the 'Arab Childhood Plan', as well as the MDGs. It encompasses the age group 0-18 years, conforming to the CRC definition of a child, and defines goals differentially for the young child and the adolescent. In addition, the National Strategy for the Jordanian Family, which aims to improve the quality of life of the Jordanian family and to maximize the role of the family in national development, is a further indicator of Jordan's commitment to the CRC.

2.3 Children in Jordan in 2009 and beyond

What expectations can the children in Jordan have of having their CRC Rights fulfilled? Jordan is a stable, peaceful country with a growing economy and a Royal Family and political leaders with an exceptionally high commitment to child rights and human rights. Assuming positive economic trends are sustainable, the boys and girls of Jordan face unique opportunities and challenges. Much of the current global focus on child rights revolves around poverty and basic human survival needs, access to food, water, shelter and protection from abuse. Education is seen as one of the strongest drivers to bring about long term poverty reduction. Countries which continue with steady economic growth and commit themselves to fulfilling human rights will eventually see every single child fed, clothed, attending school and having opportunities to work and play. When Jordan reaches this stage of its development and the MDG targets are all ticked off, the focus on analysing children's rights to access basic services can shift to look at quality related issues and whether children respect and honour each other's rights.

The children of Jordan have this to look forward to but the Government of Jordan needs to manage some key strategic challenges to ensure that the progress made toward fulfilling children's rights is not lost.

If a Child Rights Committee was established in Jordan, made up only of children, they may want to ask the GoJ the questions below:

- As a child I have the right to expect the state to take appropriate measures to ensure a standard of living adequate for my needs (CRC27) and to know that the state will make all their decisions based on the best interest of the child (CRC3). Noting that the Minister of Finance expects domestic revenue to drop by 11% and foreign grants to drop by 39%⁷, I am concerned about the growing budget deficit as well as the possibility of government cutting back

7 Fanek, F. (2009), Budget revenues and expenditures revised down. Jordan Times, 18 May 2009

on basic services. Should I be worried that the current global economic slowdown might erode my rights?

- As a child, I have the right to expect the state to do all it can to provide me with clean drinking water (CRC24). In Jordan we already have one of the lowest per capita water resources. I have read that this is going to decline further from the current 140 cubic meters per year to 91 cubic meters per year in 2025⁸. I am encouraged by the government's many successful efforts in this regard. How are we progressing in this regard?
- As you know, we have the right to information (CRC17) and I have read about Jordan's planned decentralisation project. I am not able to form an opinion on its merits, but want to know if it will lead to improvements of services for me and my brothers and sisters in all regions. Will it lead to better health services in some of the poorer regions? And CRC12 says I have the right to be heard, will decentralised government and municipalities set up Child Forums where our leaders will listen to our ideas?

2.4 Statistical data for contextualising the observations in this report

International comparisons can be misleading without contextual information. However there is some value in providing a crude synopsis of how Jordan fares compared with other countries. This is provided in table 2.4.1 below. The table allows Jordan to compare some of its child related indicators with other countries. Tunisia was included as it is a lower middle-income country, a non-oil producer with a similar Human Development Index (HDI) level. Armenia is also a lower middle-income country with a similar GDP per capita and a similar HDI level. France is given as an example of a developed economy with social development indicators that Jordan can aspire to and South Africa to contextualise the constitutional references in this report.

8 El-Naser, H (2009), Still waters run deep. Jordan Business, May 2009

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Table 2.4.1: International Comparison

Statistic (date)	Jordan	Tunisia	Armenia	South Africa	France
Population statistics					
Population (2007) in '000*	5,924	10,327	3,002	48,557	61,647
Under 18 (2007) in '000*	2,500	3,178	760	18,385	13,573
Under 5 (2007) in '000*	731	830	167	5,235	3,828
% living in rural areas (2003)**	21	36	36	43	24
Poverty statistics					
GINI coefficient (0=perfect equality)**	38.8 (2003)	39.8 (2000)	33.8 (2003)	57.8 (2000)	32.7 (1995)
HDI (2006)**	0.753	0.753	0.759	0.658	0.938
GNI per capita (2007) US\$*	2,850	3,200	2,640	5,760	38,500
% population below international poverty line US\$1.25/day (2005)*	0	3	11	26	n/a
Aid as a % GDP (2002)**	6.6	1.1	11.3	0.4	n/a
Education statistics					
GER primary (2000 – 2007) M %*	96	110	96	108	110
GER primary (2000 – 2007) F %*	98	107	100	103	109
NER primary (2000 – 2007) M %*	89	96	80	88	98
NER primary (2000 – 2007) F %*	91	97	84	88	99
GER secondary (2000 – 2007) M %*	88	81	88	92	114
GER secondary (2000 – 2007) F %*	90	89	91	98	114
NER secondary (2005) M %*	81	61	84	59	98
NER secondary (2005) F %*	83	68	88	66	100
Survival rate to last primary grade 2000 – 2007 %*	96	94	99	77	98
Health statistics					
Infant mortality rate (<1yr/1000) (2007)*	21	18	22	46	4
Under 5 mortality rate/1000 live births (2007)*	24	21	24	59	4
Neonatal (<28days/1000) (2004)*	16	13	18	17	2
Maternal mortality per 100000 (2000 – 2007 reported)*	41	69	27	170	10
Delivery care coverage % skilled attendant at birth (2000–2007)*	99	90	98	92	99

Statistic (date)	Jordan	Tunisia	Armenia	South Africa	France
Antenatal coverage % at least once (2000 – 2007)*	99	92	93	92	99
Life expectancy at birth (2000)*	72	74	72	50	81
% Central Government expenditure (1997 – 2006)*					
Defence*	19	5	n/a	n/a	6
Health*	10	5	n/a	n/a	16
Education*	16	20	n/a	n/a	7

Source: * UNICEF (2008), *The State of the World's Children 2009*, New York. Latest available data in data range.

** (NationMaster is a vast compilation of data from such sources as the CIA World Factbook, UN, OECD, and World Bank).

Child Population per governorate

In each chapter, reference is made to governorate share allocations and per capita expenditure and this table assists in interpreting these observations.

Table 2.4.2: Child Population (0-18) per governorate

Governorate	% of total
Amman	36.5%
Irbid	18.4%
Zarqa	15.1%
Balqa	6.8%
Mafraq	5.1%
Karak	3.9%
Jarrash	3.3%
Madaba	2.6%
Ajloun	2.5%
Aqaba	2.2%
Ma'an	2.0%
Tafeileh	1.6%

Source: Department of Statistics, Jordan

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3. Budget Policies and Practices in Jordan⁹

3.1 Introduction

The Government of Jordan has embarked on a far reaching Public Finance Management (PFM) Reform programme. This includes the introduction of a medium term expenditure framework (MTEF); Results Oriented Budgeting (ROB); a new Chart of Accounts (COA) and integrated Government Financial Management Information System (GFMIS.) These PFM reforms are part of the overall reform and development programme which is driven by the National Agenda 2006-2015. The National Agenda aims to reform and restructure many aspects of Jordan's social and economic life, including their investment, financial services and fiscal environment. The MTEF is a three year plan for revenue as well as expenditure prediction and aims to provide certainty in funding over the medium-term and in so doing becomes a tool for improving the allocation of resources to strategic priorities and strengthening expenditure planning. The ROB is an objective or goal oriented approach to budgeting. It is a crucial reform as it shifts the focus of government financial management from control over inputs to the achievement of outputs and outcomes. If implemented properly the ROB will totally transform government operations and could lead to a re-structuring of government operations as goal achievement becomes the central purpose of all government bodies. In the short term it presents an exciting opportunity for a Children's Budget as there is room for aligning objectives with child rights and setting activities based on child specific spending.

3.2 Legal Framework

Budget policies and practices in Jordan are governed by the General Budget Law (58/2008) which replaced the General Budget Law (39/1962). The new law revises the roles and responsibilities of the GBD and adopts the following budget reforms:

- Legislating Results Oriented Budgeting (ROB)¹⁰ as the methodology for general budget preparation;
- Compliance with GFMIS;
- Compliance with the (new) Chart of Accounts and GFS classifications;
- Establishing a General Budget Directorate with a director at Secretary-General level and specifying GBD roles and authority;

9 This chapter draws from a study which was commissioned by UNICEF Jordan: Khleif & Samman (2009), Preliminary study on budget policies and practices of the Government of Jordan.

10 Legislating the ROB as the required budget methodology has far reaching implications. It means that the GoJ is legally bound to do objective oriented planning and budgeting. This has important benefits to child budgeting and to all social development programmes. These benefits are discussed later in this chapter.

- Specifying the role and membership of the Budget Advisory Council;
- Specifying the MTEF and MTEF preparation procedures; and
- Specifying the contents of the Annual Budget Law.

Other regulations relating to the budget include:

- Civil Service Regulation (30/2007): This regulation states that the preparation of manpower tables for the GMD should be done in co-ordination with the GBD.
- Financial Regulation (3/1994): The following articles are relevant to the budget:
 - Article 14: organisation of General Financial Order (GFO), Special Financial Order (SFO), and Monthly Financial Transfers;
 - Article 16: the prohibition of non appropriated expenditures and exceeding the assigned limit;
 - Article 20: the cancellation of appropriations which are not used during the year;
 - Article 34: the authorization of the GMD to make allocations based on priorities (under the supervision of the related ministries); and
 - Article 35: to provide the Ministry of Finance and the GBD with the reports of actual expenditures
- Procurement Regulation (32/1993): Article 6 requires the GBD to issue permission for public purchases over JOD10,000 (USD 14,000).

3.3 Budget process

The budget process in Jordan follows that of international best practice. The five main components are discussed below.

3.3.1 Policy review and formulation

At a national level, the Ministry of Planning and International Cooperation (MoPIC) is responsible for reviewing and formulating general policy for social and economic development in the form of the country's National Agenda. Secretary-Generals from each ministry participate in this process and it is approved by the highest level of government. Following this, all ministries review their own specific policies in line with the National Agenda. The ministry specific goals and objectives should show a clear link to the national objectives. The MoPIC is responsible for ensuring that the social and economic policies of all GMDs and relevant institutions are coordinated to facilitate effective implementation of the country's stated objectives.

3.3.2 Strategic Planning

Once policies have been reviewed these are translated into ministry strategic and operational plans. The strategic planning division in each ministry plays the major role in this phase of the budget process. Each ministry is required to develop a strategic plan covering the three-year

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period of the medium-term expenditure framework. Each directorate is then responsible for developing an operational plan according to the objectives set out in the ministry strategic plan.

Recognising that not all ministries have the capacity to produce strategic plans, the GBD required ministries to have a minimum level of two strategic objectives related to the core function of the ministry and the internal work environment for inclusion in the 2009 budget documentation.

3.3.3 Budget preparation and adoption

The budget preparation process begins with the Ministry of Finance (MoF) preparing the medium-term fiscal framework (MTFF), based on the macro-economic framework and medium-term governmental plans such as the National Agenda. The MTFF comprises the expected level of revenue, the targeted deficit level and the overall level of governmental expenditures. The MoPIC works together with the MoF and is responsible for estimating government revenues from loans and grants for the coming budget period. The MTFF is sent to the GBD for analysis and evaluation and then to Cabinet for approval.

Once the MTFF has been approved, Cabinet issues the Budget Declaration Notice (BDN) which includes the technical criteria and instructions for the preparation of the GMDs proposed budgets for the next calendar year.

The BDN includes the following information:

- a. The projected economic indicators covering the budget year;
- b. The assumptions adopted by government on which the projections of the budget and the MTFF are based;
- c. The general framework of the budget resulting from the economic indicators, assumptions and the MTFF including revenues, expenditures and the surplus or deficit.

The BDN also gives detailed instructions to prepare the budget and the manpower tables including:

- a. The timing by which the GMD is to deliver the budget;
- b. The contents that need to be included in the budget;
- c. Instructions for the disclosure of liability documents on the medium term and the formal budget forms;
- d. Revenue instructions and disclosure format;
- e. Expenditures instructions and their estimation in the medium term;
- f. Instructions for the disclosure of the loans and grants (specially from MoPIC and MoF); and
- g. The manpower tables instructions.

After receiving the BDN the Financial Director, in each ministry and governmental department, issues a circular to each directorate for preparing budget estimates for the upcoming three years. The Strategic Planning division lends support to the directorates with the aim of giving the estimates a strategic focus. The Financial Director then receives directorates' submissions and prepares a draft budget for the Ministry. This draft budget is then approved by the Minister and the Secretary-General.

The approved GMD draft budget is sent to GBD. The GBD budget analysts verify the correctness of the draft contents by checking compliance with the General Declaration, MTEF ceiling and the formalized budget layout. Budget hearings are then held between each GMD and the GBD. In these hearings draft budgets are discussed and negotiated and final budget ceilings are decided on. The approved budgets are then consolidated and submitted to the Budget Consultative Board¹¹ for comment and approval in accordance with article 6 of the General Budget Law.

Following this, the Finance Minister submits the proposed Annual Budget Law to Cabinet, where it is reviewed and discussed. At this stage Cabinet may introduce additional amendments. The proposed Annual Budget Law is now ready for submission to Parliament. Besides the overall revenue and expenditure estimates, the budget documents include the following information for each chapter:

- The vision and mission;
- Strategic objectives and related performance indicators and targets from the strategic plan;
- The programmes and related performance indicators and targets;
- Programme appropriations divided into current and capital expenditure; and
- Capital project appropriations by programme.

It is worth noting that the budget document contents may differ from year to year depending on the Cabinet General Declaration Notice.

In accordance with article 112 of the Constitution, Cabinet submits the proposed Annual Budget Law to the Lower House of Parliament at least one month before the start of the fiscal year calendar¹². The Finance Minister delivers the "Budget Speech" to the Lower House explaining the Annual Budget Law, its basic concepts and the government's work plan for the coming year. The Parliament, in turn, submits the Budget Law to its Financial and Economic Committee. The Committee presents its recommendations to the Parliament after studying and discussing the budget with the concerned persons of the government. A special Parliament session is held for discussing the proposed Annual Budget Law attended by the Prime Minister and the Cabinet.

¹¹ The Budget Consultative Board consists of the Finance Minister, GBD Director, Minister of Planning and International cooperation, Minister of Industry and Trade, CBJ Governor, Head of the Audit Bureau, and Head of the Civil Service Bureau.

¹² The fiscal year in Jordan runs from January to December

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The Financial and Economic Committee presents its report including its observations and recommendations. An open discussion is held giving Members of the Lower House of Parliament an opportunity to express their opinions.

The Prime Minister and Minister of Finance present the government's reply to the Financial and Economic Committee's report and reply to Members' notes. After presenting the Government's reply, the Budget Law is voted on chapter by chapter in accordance with article 112/6 of the Constitution.

Once the Budget Law is approved by the Lower House, it is submitted to the Upper House of Parliament, who in turn submits it to its Financial Committee to study it and present its report. Then a special discussion session is held and the same procedures are followed as that by the Lower House of Parliament. After the General Budget Law is approved, it is sent to the Cabinet who in turn submits it to His Majesty the King for approval by a Royal Decree. The Annual Budget Law then becomes an Act. It is published in the Government Official Gazette and is effective as of the date of publication.

The table below sets out the timetable for the Annual General Budget preparation and adoption process.

Annual General Budget Preparation and Adoption Process

Date	Process
Beginning of June	The Ministry of Finance prepares the Medium Term Financial Framework (MTFF). This process is based on the macro-economic framework, GoJ plans, national development policy, the national agenda and the Royal vision.
Mid June	The MTFF is approved by the MOF and then by Cabinet
July	Cabinet issues the Budget Declaration Notice for the preparation of the Annual Budget Law
July – August	Ministries and Governmental Departments prepare their MTEF budgets
End August	Draft budgets are discussed and approved by the GBD
Beginning October	Draft budget law submitted to the Budget Consultative Board for approval and Finance Minister submits the proposed Annual Budget Law to Cabinet for approval

November	Cabinet submits Annual Budget Law to the Lower House of Parliament
	Minister of Finance delivers Budget Speech to Lower House and explains Government's work plan for the coming year
	Financial and Economic Committee of Lower House of Parliament discusses proposed budget
	Financial and Economic Committee issues recommendations to Lower House of Parliament who then vote on each chapter
	Once approved by the Lower House, the same process is then followed in the Upper House
December	After approval in the Upper House, Cabinet submits the Annual Budget Law for approval by Royal decree
	Annual Budget Law is published in the Government Official Gazette

Budget Engagement Strategy

A comprehensive budget engagement strategy will include marketing, advocacy and strategic level campaigns designed to interface with the budget process with the goal of influencing budget allocations. Non-governmental child rights organisations need to understand the budget process to know how they can influence expenditure patterns. The logical entry point is at the policy review and formulation phase. However, to have a significant input to influencing policy, good quality monitoring information is needed. A Child Budget Analysis Study and a Child Budget Monitoring Framework are ideal for this purpose. In embarking on a budget engagement strategy it is important to understand the various budget years.

Year -1 is the past year. The value of year -1 is to use it as an evaluation of past performance to motivate for change in future years.

Year 0 is the current year. In theory governments should not deviate from the amount of money they have budgeted for an item in the current year. However, many governments do not transfer the full amount they allocated for an item, resulting in services being under-funded. The current year is often a balancing act of trying to carry out planned activities with less funding than is required, especially for small ministries.

Years 1 (& 2 & 3) should be the focus of an engagement strategy as changes to allocations can be made.

During any given year, the timing of engaging with government officials needs to be synchronised with the budget process. During the policy review and formulation phase, engagement should be at the level of Secretary-General, Members of Parliament and Cabinet. It is during this phase that strategic medium and long term proposals should be discussed.

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The General Budget Department has Budget Analysts who are allocated to specific ministries. Budget Analysts are generally highly skilled in economics, budgeting and sector knowledge. They are the liaison person between the Ministry of Finance - GBD and the line ministry. This makes them, de facto, influential and it would be in the interest of child rights organisations to establish a good relationship with them. Their role is essentially a resource person to the ministry in the budget process. If they are committed to the concept of child budgeting, they can have some influence on the thinking both at the Ministry of Finance - GBD and with the line ministry.

The next stage, strategic planning is done on an annual basis by each ministry. A Child Rights organisation or committee could request that they make an input at a strategic planning forum of a ministry. They could also submit concept papers and proposals to the ministry's planning team. The annual strategic plan cannot deviate from the long term strategy as set out in the Jordanian National Plan of Action. What the ministry does (or should do) is review their progress towards fulfilling strategic outcomes and look at how to be more effective. This feeds into setting their budget targets and allocations for the outer years and making adjustments to their Year 1 budget within the allowed limitations.

During the budget formulation stage it is too late for non-governmental organisations to engage with the budget cycle. This stage is the technical, number crunching and negotiation phase. Non-government organisations would be advised to avoid engaging government officials during budget preparation time as they tend to be over-extended and stressed.

The success of any engagement strategy is based on the strength of relationships and mutual trust. Human Rights organisations are faced with a difficult balancing act as they need to challenge government around areas of poor performance but at the same time need to work in partnership to improve human rights oriented budgeting. In a country like Jordan where government strategy is aligned to human rights, a credible budget monitoring programme is a powerful tool. The data produced through monitoring serves both the need for the rights campaigner to highlight gaps in government's efforts and the government official's need to achieve their strategic goals.

3.3.4 Budget implementation

The GBD are responsible for the monitoring and follow-up of the execution of programmes and projects included in the Annual Budget Law. The GBD prepares monthly monitoring reports which include both revenues and current and capital expenditures for each GMD. There is, however, no institutionalised monitoring of service delivery implementation.

Current expenditure is paid in compliance with General Financial Orders issued by the Finance Minister, after it has been prepared by the GBD. This is a license for ministries to spend current expenditure that has been allocated in the General Budget. Expenditure from capital allocations

in the General Budget are made through Special Financial Orders. Ministries provide the GBD with these orders, which include the number, project name, budget items and the amounts.

The General Budget Law provides for in-year transfers between budget items. A GMD may transfer a budget allocation from one budget item to another by preparing and sending an application for the transfer to the GBD. The GBD reviews the contents of the application for legality, accuracy, need, and existence of funds in the budget item of which the transfer will be made from. The General Budget Department approves the transfer request and copies are sent to the relevant department, the MoF, and the Audit Bureau. Two copies are kept at the GBD.

3.3.5 Audit and Evaluation

The external audit function of government is carried out by the Audit Bureau which is an independent organisation formed under the Audit Bureau Law 28 of 1953. The Audit Bureau exercises control of budget implementation in accordance with Articles 8 and 9 of the Audit Bureau Act.

The Audit Bureau is responsible for reviewing expenditure to make sure it is disbursed for its specified purpose and that disbursement takes place in accordance with legislation. It must ensure that allocated funds in the budget are not exceeded unless licensed by competent authorities. It must ensure that the provisions of the Annual Budget Law are implemented and that the financial orders and the transfers issued are legal.

At the beginning of every Parliamentary period, the head of the Audit Bureau submits an annual report to Parliament. This report includes observations regarding the audited accounts of departments and institutions, along with a statement of irregularities and their consequences. Moreover, the Audit Bureau may submit any special report to draw Parliament's attention to serious and significant issues that need quick decisions. Once the ROB is established and ministries are comfortable with using results oriented budgeting, the role of the Audit Bureau should extend to include performance auditing. A performance audit implies that the auditor would take the performance indicators from the General Budget and form an opinion on whether they have been met. Future audit reports would not only report on compliance with financial regulations and whether the correct amount of money was spent on the correct item, but also on whether KPI targets were met. A ministry may, in the future, receive a qualified audit if they fail to meet their KPI targets.

3.4 Results oriented budgeting

ROB links expenditure to results by classifying budgets according to programmes and includes performance information in the budget. ROB provides an integrated approach to value-for-money budgeting by allocating expenditure according to programmes, sub-programmes, projects and

CHILD BUDGET ANALYSIS

activities and not just inputs. In this way policy, financing and implementation are coordinated in the budget process. In 2008 and 2009 results oriented budgeting was done at a programme and project level in Jordan. From 2010 budgeting will be done at activity level. In the final chapter of this report a recommendation is made that ministries which have child oriented programmes should set identifiable child specific activities, based on the child rights stipulated in the CRC. A well functioning ROB will benefit the community and human rights organisations as government operations focus on providing maximum benefit to the community in the most effective and efficient manner.

The GBD introduced ROB methodology for the 2008 budget. This required the inclusion of strategic goals for each ministry and key performance indicators (KPIs) identifying desired results for each programme. The ROB methodology overcomes deficiencies of previous budget methodologies which accounted for the levels of expenditures rather than outputs. By including outcomes and outputs in budget statements ministries can be held accountable for achieving results.

To implement ROB, the government introduced a new financial management information system as well as a new Chart of Account (CoA) based on the International Monetary Fund Government Financial Statistics (GFS). The new CoA sets uniform and consistent accounting norms and facilitates the use of ROB to identify expenditure for specific programmes, activities and projects. The new CoA has six levels of classification illustrated in the table below.

Budget Classification

GFS Classification Level	Sub Classification Level	Applied Classification
Organisation	Ministries, Directorates and Divisions	Ministry level
Programmes	Programme, Sub-programme and Project	Programme and Project
Function	Function, set of functions and sub-set of functions	First two levels
The General Ledger	Main Group, Sub Group, Main Item, Sub Main Item	Fully implemented
Finance	the fund's type and source	Fully implemented
Geographic	Based on regions	Not implemented

The application of the CoA for a child budget analysis can be illustrated as follows:

Organisation level: When fully implemented this will allow for expenditure analysis according to various divisions or directorates within a ministry. For example, if there is a specific division within the Ministry of Social Development which works on child protection, it will be possible to identify expenditure on this issue. Currently, this classification has only been implemented at the Ministry level.

Programme level: When fully implemented this will allow for expenditure analysis at an activity (current expenditure) or project (capital expenditure) level within a programme. For example, the Ministry of Health has a Primary Health Care programme. This programme delivers a range of services to adults and children. When the programme classification is fully implemented, it will be possible to analyse expenditure for an activity such as child immunisations, or ante-natal workshops for pregnant women, within the Primary Health Care programme. Currently, this classification has only been implemented at the programme and project level.

Geographic level: When fully implemented this will allow for expenditure analysis on a regional level. It thus becomes possible to identify expenditure allocations to programmes and activities across regions and identify if there are serious disparities from region to region.

The General Ledger and Finance classifications have been fully implemented. From the general ledger it is possible to identify expenditure on economic items such as salaries, transport, equipment, etc. The source of funding can be identified from the finance classification. In other words, it is possible to tell whether programmes are funded through the treasury or by means of loans or grants.

The Function classification is mainly used for international comparative purposes. From this classification it is possible to compare how much money has been allocated to health or education across various countries using the same definitions of what should be included in each category. Currently this classification has been implemented at the levels of functions and set of functions.

Specific observations and recommendations which could strengthen the budget process, and be of benefit to the fulfilment of children's rights, are made in the concluding chapter.

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4. Ministry of Health

4.1 Understanding a child's right to health

Every child in Jordan has the right to life. To fulfil this right, the GoJ has made a commitment that every child will benefit from the highest attainable standard of health care within the resources at their disposal. Every country in the world has vastly different resources at its disposal, and this leads to children in some nations having a better chance to stay alive than others. In this context, it is necessary to analyse whether the resources available to the GoJ are optimised to ensure that every child in Jordan is afforded the best possible opportunity to stay alive. The CRC does not make the state responsible to directly provide health care. The state's responsibility is to ensure that it has the best model in place to provide health care. The GoJ has passed laws and set policy which governs health care provision by governorates, families, communities and private institutions.

The core set of questions in this Child Budget Analysis (CBA) relate to the type and standard of services offered and whether any identifiable groups of children are marginalised. CRC24 has a range of specific criteria with a focus on the first few years of life. It is however important to recognise that the rights span all 18 years of the child's life. At the core of fulfilling these rights the state faces tough questions. The amount of money needed to keep one child born with a malfunctioning heart alive, for example, may keep one thousand children alive through an immunisation programme. This CBA will only look at the programmes and budgets of the Ministry of Health (MoH). It is recognised that other government ministries and non-government bodies such as the United Nations Relief and Works Agency (UNRWA), the Royal Medical Services and the private sector are involved in providing health care. These will not be analysed as part of this study. Based on the CRC, the central questions to keep in mind are:

- Is the GoJ making the maximum possible effort to ensure that all children stay alive?
- Is the GoJ ensuring that health care is of the highest attainable standard?
- Is the GoJ ensuring that no child in Jordan is deprived of care?

4.2 The CRC Health Rights

CRC 7 states that every child has the right to be registered after birth. Birth registration becomes a key access right to services as well as a right to self identity and respect. The right to birth registration can affect access to health, education and social services and is of particular relevance to the very poor, displaced persons and refugees to whom this right may not be automatically available.

The Right from the CRC	Specific CRC Aspects
6. Right to life	Maximum effort for survival and development
Primary Health Access Rights	
24. Access to highest standard of health care	Diminish infant and child mortality
	Develop primary health care
	Combat disease and malnutrition
	Pre-natal and post-natal health care for mothers
	Access to primary health care information
	Preventative health care
	Abolish prejudicial traditional practice
Specific Health Access Rights	
33. Protection from the illicit use of narcotic drugs and psychotropic substances	
23. Full and decent life for the disabled child	The disabled child has effective access health care services and rehabilitation services
Entitlement Rights	
25. Review of care, protection and treatment of physical or mental health	

The right to have life and stay alive is the overarching health right. This places a duty on the GoJ to safeguard the child from many threats and dangers. CRC24 focuses on 7 specific rights indicating exactly what is meant by the highest standard of health care. These 7 specific rights include:

- the health and well being of the mother of the child;
- a focus on the first few hours of the child's life; and
- a focus on the first few years of the child's life.

CRC24 also specifies the need for equity in provision through promoting preventative and primary health care. Prevention of sickness and providing care at the lowest, most accessible level allows for cost effective sustainable programmes. If most children have their right to life met through low cost preventative and primary care programmes, it should allow for funds to be available for more complex, expensive treatment where required. CRC25 (the right to have treatment reviewed) provides an indicator for quality of care. If resources are not available to provide a systematic review of treatment protocols, the quality of the service is probably not very high.

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4.3 The Constitutional and legal framework for child health

4.3.1 Constitutional rights to health

Chapter two of the Constitution of Jordan identifies general rights and duties of all Jordanians. The Constitution makes no direct reference to health rights with the exception of Article 23/2/e which states that workers have the right to health safeguards. This is a labour issue more than a health issue, as it stipulates the duty of an employer to meet health and safety standards. Children over the age of 16, who are employed, do therefore have the right to expect their employer to provide health safeguards.

South African comparison

- CRC 6 (the right to life) is entrenched in the Constitution of South Africa (SA).
- Article 27(1a) provides all in SA with the right to access health care services including reproductive health.
- Article 28(1c) of the Constitution states that every child has the right to basic health care services.

Subsequent legislation in South Africa has rendered health care for mothers and children under the age of 6 free at state facilities.

4.3.2 Health related international agreements and treaties which Jordan has signed

WHO Framework Convention on Tobacco Control (2004/513/EC) Article 16:

Requires the GoJ to take measures to prohibit the sales of tobacco to children.

The Convention on the Rights of Persons with Disabilities (adopted by Jordan 2006)

Specific Child Health Rights for the disabled include the right to life and free or affordable health care at the same range, quality and standard as provided to other persons, including sexual and reproductive health and population-based public health programmes.

4.3.3 The Jordanian National Plan of Action for Children (2004 – 2013) Component One: Securing a Healthy Life

NPA Component One aims to ensure that children have a healthy and safe life and to guarantee every child's right to survival, a dignified life, access to healthcare, balanced nutrition and a healthy environment.

4.3.4 Jordan National Health Strategy (NHS) 2008 – 2012

The NHS aims to extend health insurance to all citizens; ensure equality in gaining access to and obtaining health services regardless of the ability to pay; and provide efficient, high-quality health care services in accordance with international standards.

4.3.5 Jordan National HIV/AIDS Strategy 2005 – 2009

In 2005, Jordan launched the National HIV/AIDS Strategy outlining the key goals, objectives, and initiatives for the response. The key goal is to maintain low HIV prevalence among the population and all vulnerable sub-populations of Jordan.

Jordan's national response to HIV/AIDS is characterised by strong political commitment to addressing HIV in compliance with Goal 6 of the MDGs: Combat HIV/AIDS. The response is managed through the MoH National Aids Programme (NAP) and includes the formation of a National AIDS Committee. The MoH continues to support the national blood transfusion service, mandatory HIV testing, strong control measures for foreigners who reside in Jordan, and provision of antiretroviral (ARV) drugs for Jordanians who test HIV-positive. There are currently 12 part-time focal point persons who are responsible for HIV/AIDS in all governorates of the country.

The HIV/AIDS Strategy has created awareness among students in schools and universities. Counselling programs were conducted at three universities, and 90,000 HIV/AIDS printed materials were distributed. Arabic materials and resources were developed, with materials including a focus on youth. The MoH health insurance system was modified to include people living with HIV/AIDS with health insurance coverage.

4.3.6 Legal Framework for health

The General Health Law 47 of 2008 (and its related regulations) is the primary law regulating the health sector in Jordan.

The Higher Health Council is an independent institution managed by a committee headed by the Prime Minister and includes the Health, Finance, Planning, Social Development and Labour Ministers and private sector health care providers. It aims to improve health provision through co-ordination, co-operation and standard setting for the provision of health care.

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Linking rights to legislation

The Right	Law/Policy	Areas Covered
3. Best interest of the child is the primary consideration	Childhood Institutions Licensing Regulations. Article No. (3/b/2), 1997	Health & safety related licensing criteria and requirements for establishing Childhood Institutions
6. Right to life	The General Health Law. No. 47 2008. Articles No.:(4/c, d, e, f), (12/a), (28/a,c), (55/a,c), (63/b/1)	Children and maternal health Neonatal mortality
	Labour Law No. 8, 1996 Articles (7072-).	Employed women have fully paid maternity leave before and after delivery and one hour daily for feeding the child up to the age of one year.
	Regulations of Mother and Childhood and Family Planning Services No. (5), 2004 Article No.(2)	Free maternal health services, and for infants and children up to the age of 5.
23. Full and decent life for the disabled child	Disabled Law No. 31, 2007 Articles: (4/a/1, 4)	Early identification of disability Health of disabled mother during and after delivery
	Regulations of Licensing Special Care Centres, 1994 Article No. (32//c)	Licensing criteria and requirements for establishment of Special Care Centres
24. Access to health care services	The General Health Law No. 47, 2008 Articles No.: (4/c, d, f), (12/a), (28/a,c), (55/a,c), (63/b/1).	Children and maternal health
	The General Health Law No. 47, 2008 Chapters Nos. (8, 10, 11, 12)	Sustaining clean drinking water and combating environmental pollution
	Regulations of Mother and Childhood and Family Planning Services No. (5), 2004, Article No.(3)	Free health services for mother and child and family planning services through public health centres and public hospitals
	Regulations of School Health Services No. (6), 2004, Articles 2&3	Periodic review of health and dental check-up for basic cycle only (free services)
25. Review of treatment	Regulation of Childhood Care from Birth to the Age of 18 No. 34, 1972 Articles (3&6)	Care of child from birth to 18
33. Protection from the illicit use of narcotic drugs and psychotropic substances	Drugs Law No.11, 1988 Article No. (9/c/3)	Penalties forced on any person dealing or give drugs to a juvenile

4.3.7 Ministry of Health's strategy

Vision: Healthy society within an integrated and healthy system that operates fairly, efficiently, and in a pioneer manner regionally.

Mission: Preserving health through delivering sustainable promotional, preventive and curative health services with equity and high quality, through the best utilisation of resources and tech-

niques through effective partnership with stakeholders and playing regulative and control role on services associated with citizen’s health within a comprehensive health policy.

Strategic Goal: Improving health services quality according to the best international standards and achieving a national comprehensive health insurance by 2012.

4.4 CRC Rights, Ministry of Health Programmes and Budgets

The Ministry of Health (MoH) provides comprehensive health services and policies for all citizens of Jordan. The framework which they provide services through is the “Health for All” policy which ‘considers health as a basic right for all citizens’. The MoH budget for 2008 – 2011 is given in the table below.

Ministry of Health Budget - JOD ‘000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Health Ministry Budget*	380,535	448,882	514,390	576,137
Health Ministry Budget % Total Country Budget	6.7%	7.3%	8.0%	8.3%
Allocation to Health from MoPIC**	9,700	6,600	6,200	5,200
Child Programmes % Ministry Budget***	36.2%	37.0%	36.4%	36.7%

Source: General Budget Law 2009

*The Ministry Budget does not reflect total spending on ministry programmes as certain allowances (JOD 18.3 million in 2008) are paid directly by the Ministry of Finance and do not appear in the Ministry’s budget

**This allocation is from the MoPIC for secondary health care services

*** The method for calculating the child allocation is explained later in this section for each programme.

The share of the GoJ budget allocated to the MoH increases from 6.7% to 8.3% of the total country budget between 2008 and 2011, indicating that the GoJ is increasing their level of commitment to health services over the MTEF.

Comparative spending

	Jordan	Tunisia	OECD Average (25 countries)
Per capita government expenditure on health (PPP int. \$) (2006)	257	214	2225

Source: WHO Statistical Information System

Comparing the proportion of a country’s budget allocated to health across countries is not a useful comparison without understanding country context. A more useful comparison is looking at per capita expenditure. In the table above we observe that the per capita expenditure on health in Jordan is very close to that of Tunisia but ten times less than the Organisation for Economic Cooperation and Development (OECD) average.

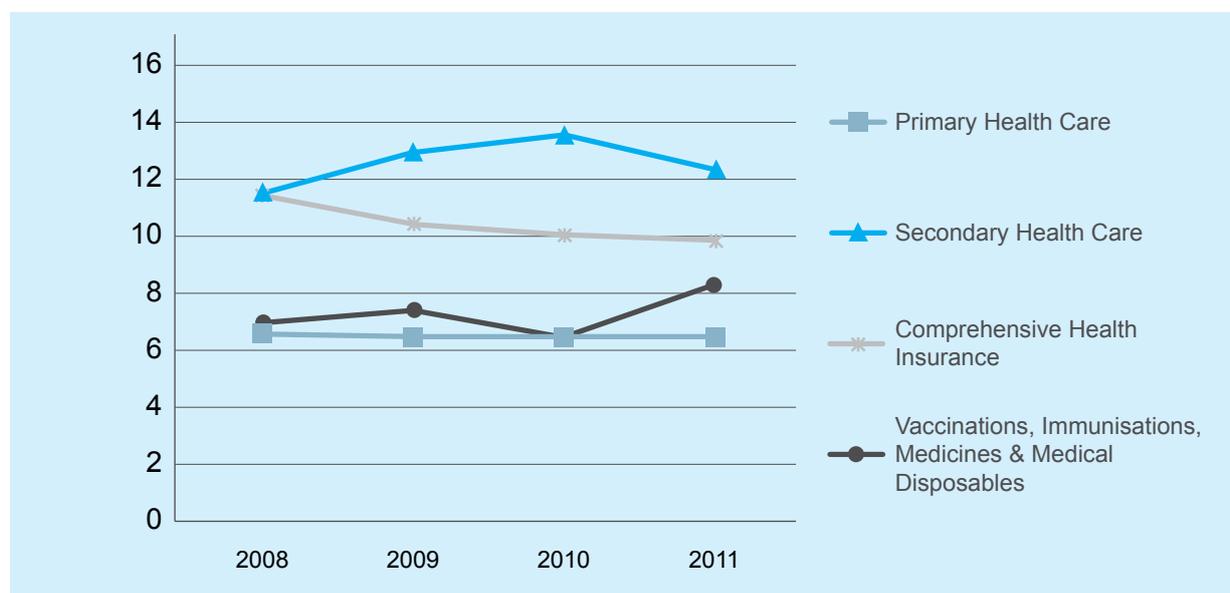
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Child allocations by programme as a % of total Ministry budget

Programme	Major CRC Right	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Primary Health Care	24. Develop Primary health care Care 24. Diminish infant and child mortality 24. Combat disease and malnutrition	6.5%	6.4%	6.4%	6.4%
Secondary Health Care	24. Diminish infant and child mortality 24. Combat disease and malnutrition	11.5%	12.9%	13.5%	12.3%
Comprehensive Health Insurance	24. No child is deprived of access to health care	11.4%	10.4%	10.0%	9.8%
Vaccinations, Immunisations, Medicines & Medical Disposables	24. Diminish infant and child mortality	6.9%	7.3%	6.4%	8.2%
Management	24. Highest attainable standard of health facilities	0.1%	0.1%	0.1%	0.1%

Source: General Budget Law 2009

The graph below depicts the percentage allocations to children of the four main programmes in the Ministry of Health for the four year period.



The major proportion of children's spending in health goes to Secondary Health Care and Comprehensive Health Insurance (CHI). This is followed by allocations to Vaccinations, Immunisations, Medicines & Medical Disposables and Primary Health Care (PHC). This does not assume a lack of commitment to PHC as the provision of services through PHC is generally cheaper than secondary health care.

The fact that Jordan is allocating a large share to children is important because it indicates a commitment to ensuring that no child in Jordan is deprived of access to health care.

Discussion Box: Child specific spending

The estimates of what proportion of primary and secondary health care spending is child specific are used merely as indicators. Even with specific itemised budget data at an activity level, it would not be possible to decide which portion of pre/post-natal care goes to a Child Budget and which to a Women's Budget. In general the health of women through all stages of their life is of direct benefit to the child.

Academically this debate may, however, differ according to the socio-economic status of the women and societal norms. UNICEF/NCFA (2007)¹³ make the observation that changes in society, family incomes, female education, rising age of marriage, increased participation in the labour force and a higher level of awareness of the impact of a large family appear to be factors leading to a decline in fertility rates. If in the future family planning becomes more about keeping women in the workforce assisted by having fewer children, it may theoretically be legitimate to differentiate between what is allocated to a child's rights and a woman's rights to work.

4.4.1 Primary Health Care Programme

The Ministry of Health operates an extensive primary health care network, consisting of 240 Peripheral Health centres, 419 Maternity and Child Health Care centres, 375 Primary Health Care (PHC) centres (an increase of 26 since 2004), and 68 Comprehensive Health centres. Under the auspices of the National AIDS Programme, HIV/Aids patients, including the children of patients are fully covered by the Ministry of Health.

In assessing the budget allocation to pre-natal health care and infant and child mortality, it is not possible to link specific items to a budget allocation as the GoJ budget is aggregated at a programme level. The allocation to activities directly related to pre/post-natal care cannot be isolated, nor can the immunisation initiative costs be seen. When future budgets include activities, this level of detailed analysis will be possible.

Children's Budget for Primary Health Care* - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	24,536	28,783	32,905	36,858
Nominal % growth		17.3%	14.3%	12.0%
Real % growth		15.0%	12.1%	9.8%

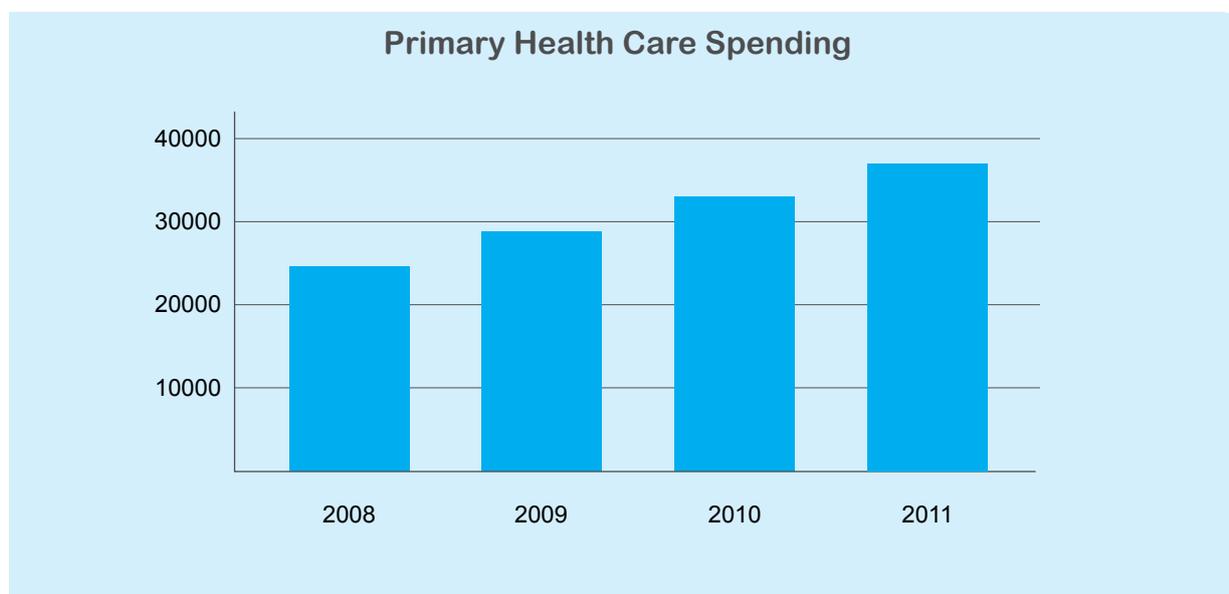
**The % of child specific spending is based on an estimate from the MoH and MoF of 35% of the programme*
Source: General Budget Law 2009

13 UNICEF/NCFA (2007), Children in Jordan Situation Analysis 20062007/, Jordan Country Office.

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Trends in Primary Health Care Spending

The children's budget for PHC increases over the medium term, but from 2010 onwards begins to increase at a slower rate. On average over the medium term there is a real growth rate of 12.3%.



Primary Health Care Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
24. Develop Primary health care Care 24. Diminish infant and child mortality 24. Combat disease and malnutrition	Percentage of children age 12-24 months, vaccinated with all the vaccines included in the national vaccination program.	95%	98%	98%	98%	98%
	Number of early diagnosis centres for disabilities	3	1	2	3	3
	Percentage of health centres that their spaces are compatible with the lowest acceptable limit	50%	50%	55%	65%	70%
	Percentage of financial appropriations of the primary health care of Ministry's total budget	-	-	20%	22%	24%

Source: General Budget Law 2009

Challenges stated by ministry officials

- Lack of financial resources and skilled labour
- Wide range of health services and activities distributed all over the country
- Lack of computerised systems

Jordan Primary Health Care Indicators

CRC 24 Pre-natal and post-natal health care for mothers					
Indicator	Measure	1990	2007-2008	2015	NPA 20042013-
Maternal Mortality Rate (MMR) (MDG5)	Mothers dying per 100 000 live births	48	19.1	12	Reduce MMR from 41 – 15 per 100,000 live births
Birth attendance (MDG5)	% of births attended by skilled health personnel	87	99	100	
Pre-birth Care (UNICEF)	% of women receiving ante-natal care at least once	80	99	100	
Contraceptive prevalence (MDG5)	Percentage of married women using any type of birth control	40.2	57.4	72	
CRC 24 Diminish infant mortality					
Indicator	Measure	1990	2007	2015	NPA 20042013-
Neonatal mortality rate (UNICEF)	Deaths 01- month 1 000	19	14	10	Reduce neonatal mortality rates from 16 to 10 per 1,000
Infant mortality rate (MDG4)	Deaths <1 yr per 1 000	37	19	11.3	
Newborns with low birth weight (UNICEF)	% of infants born <2.5kg	6.4	7.2	3.2	
CRC 24 Diminish child mortality					
Indicator	Measure	1990	2007	2015	NPA 20042013-
Child Mortality (MDG4)	Deaths <5 yr per 1000	42.4	21	13	Reduce under-five mortality rate from 27 to 15 per 1,000 live births
Immunization (MDG4)	% of 1 year-old children immunised against measles	85	99	100	
TB Prevention (MDG)	% of 1yr old immunised against TB	15.8	91		
CRC 6 Child's right to life					
Indicator	Measure	1990	2002	2015	NPA 20042013-
Prevalence of underweight children (MDG1)	% of children under five who are underweight	6.4	4.4	3.2	
Prevalence of stunting children (MDG1)	% of children under five who are stunt	5.3	8.5	2.7	
Commitment to Primary Health Care (Budget 2009)	% Ministry's total Budget allocated to Primary Health Care		19% (2008)	20% (2009)	22% (2011) 24% (2012)

Source: Jordan MDG scorecard 2009, General Budget Law 2009 and UNICEF (2008), The State of the World's Children 2009, New York. Jordan Family and Health Survey 2007, Maternal Mortality Study 2007 - 2008

From the table above it is clear that there has been major progress toward children's health rights being fulfilled Neonatal, infant and child mortality, however, remain key focus areas to be addressed by the Government of Jordan.

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The MoH is planning to extend mental health care services countrywide. Previously, this kind of services was exclusively provided through the national centre for mental health in Amman. The first stage of the extension project will cover three governorates (Irbid, Zarqa and Karak). Mental health care services will be included in the PHC programme with the aim of integrating those who are mentally affected into society.

4.4.2 Secondary Health Care Programme

As of 2007, the MoH has 30 hospitals with an in-patient capacity of 4,250 beds.

Children's Budget for Secondary Health Care - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	43,673	57.747	69.429	70.647
Nominal % growth		32.2%	20.2%	1.8%
Real % growth		29.6%	17.9%	-0.2%

* The proportion of the Secondary Health Care Programme Budget allocated to children (31%) was calculated as follows:

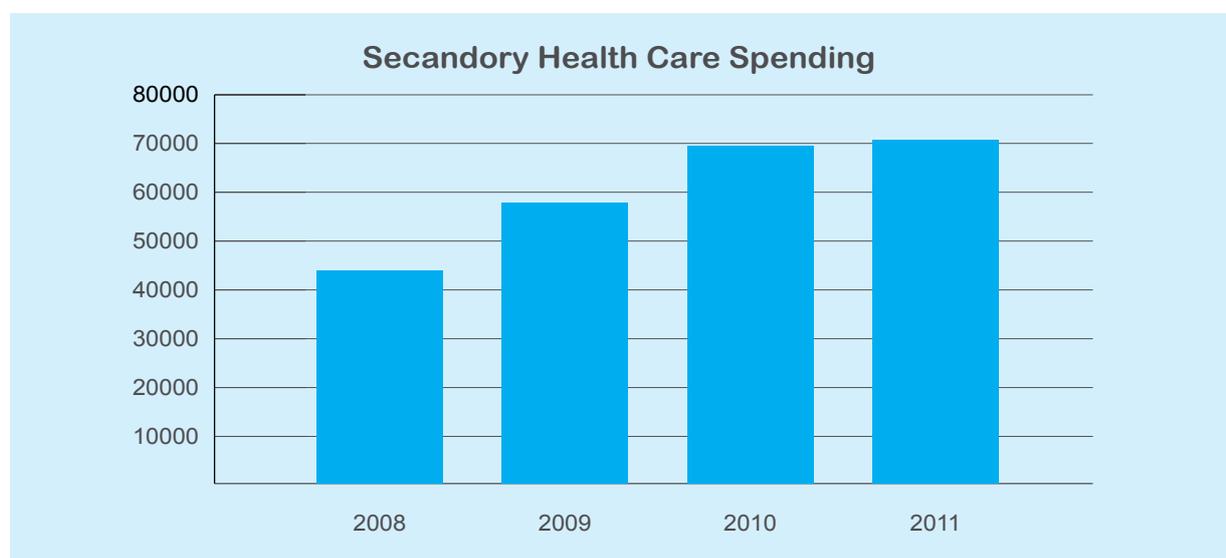
$$\frac{\text{No. of children and babies beds} \times \text{cost of each child and baby bed} \times (\text{occupied beds} / \text{total beds})}{\text{Average rate of bed cost} \times \text{rate of occupation}}$$

The figure may not be totally accurate as children between 15-18 yrs may be allocated to adult wards. However, as this group tends to have a low hospital usage, this should not result in a significant discrepancy.

Source: General Budget Law 2009

Trends in Secondary Health Care Spending

The amount allocated to the children's budget of the Secondary Health Care programme increases by approximately JOD 27 million during the period 2008 to 2011. The budget increases by a significant amount from 2008 to 2009 and 2009 to 2010 due to capital project injections.



Between 2010 and 2011 there is a negative real growth of -0.2% due to the finalization of capital projects such as the Surgical Hospital in Salt and North Bedwin Hospital in Mafraq.

Challenges stated by ministry officials

- Lack of resources and qualified staff.
- Shortage in hospitality services and infrastructure.
- Increasing loads on hospitals services.
- Weak emergency and first aid services.

4.4.3 Comprehensive Health Insurance Programme

The Comprehensive Health Insurance (CHI) programme has the potential of bringing equity into health care through providing a funding base to cover treatment for both insured and uninsured. CHI covers all Jordanian children under the age of six with full medical insurance. Children between the ages of 6–18 years are covered by their parents’ medical insurance if the parents are beneficiaries, or if they are living in the least developed areas. Public health insurance currently covers 75% of the population. The MoH targets 100% health insurance cover by 2012, thus aiming to create more equity in health care and a better chance of fulfilling CRC24 (the right to life) and CRC27 (an adequate standard of living).

Children’s Budget for Comprehensive Health Insurance*- JOD ‘000

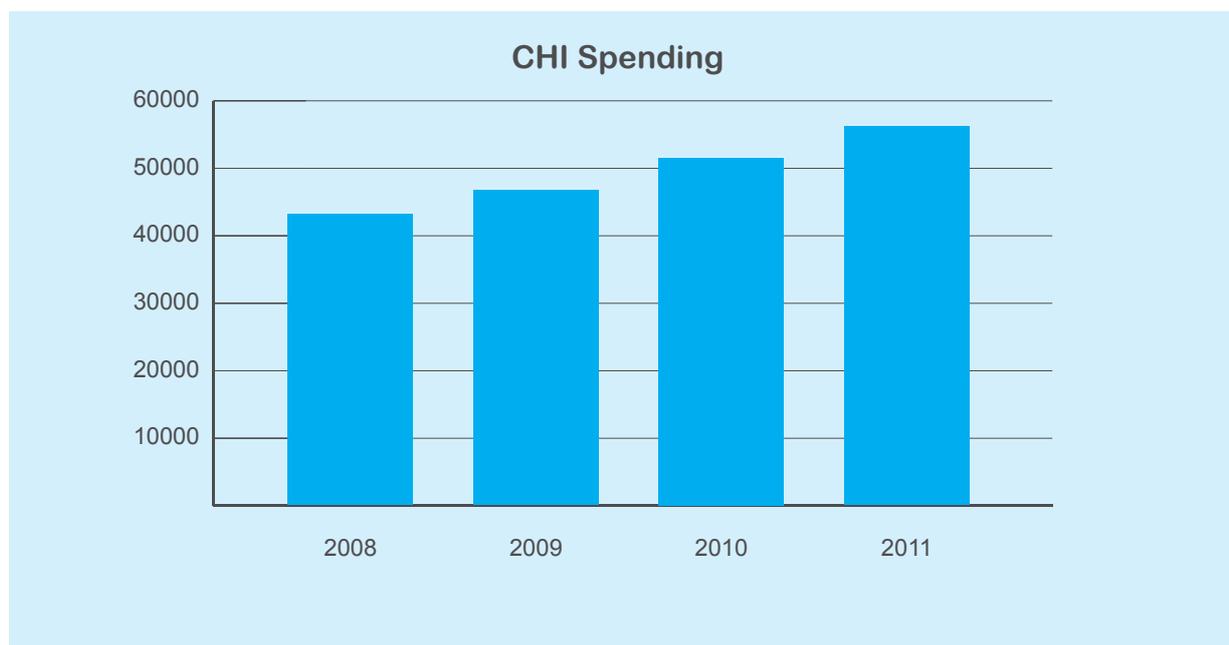
Comprehensive Health Insurance	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	43,197	46,730	51,536	56,200
Nominal % growth		8.2%	10.3%	9.1%
Real % growth		6.1%	8.1%	6.9%
<p>*The child portion of this budget (47%) is calculated as follows:</p> $\frac{(\% \text{ of insured children } \times \text{ Programme allocations}) + (\% \text{ of uninsured children } \times \text{ medical treatment allocations})}{\text{Programme allocations}}$				

Source: General Budget Law 2009

Trends in Comprehensive Health Insurance (CHI) Spending

The children’s budget for CHI increases by JOD 13 million over the medium term. This translates into a real growth rate of 6.1% in 2009, 8.1% in 2010 and 6.9% in 2011. The rate of growth declines in 2011.

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Challenges stated by ministry officials

- High cost of covering new members with medical insurance
- Lack of financial resources
- Increasing poverty and unemployment rates
- Lack of computerised systems

Comprehensive Health Insurance Programme indicators

Indicator	Target	1st Self Evaluation	Targets		
	2008	2008	2009	2010	2011
Percentage of citizens covered by civil health insurance (CIP)	36%	38%	40%	43%	50%
Percentage of poor people covered by health insurance of total poor people in Jordan.	74.4%	-	80%	85%	90%

Source: General Budget Law 2009

The MoH 2011 target of 50% covered by the Civil Health Insurance is contextualised by the fact that health insurance is also provided by military health insurance and private health insurance and these added together should amount to 100% cover.

4.4.4 Vaccinations, Immunisations, Medicines and Medical Disposables (VIMMD) Programme

Expenditure for this programme includes two parts: Medicines and Medical Disposables and Vaccinations and Immunisations. The MoH estimate that 47% of the allocation to the VIMMD programme is directed at children.

Children’s Budget for Vaccinations, Immunisations, Medicines and Medical Disposables* - JOD ‘000

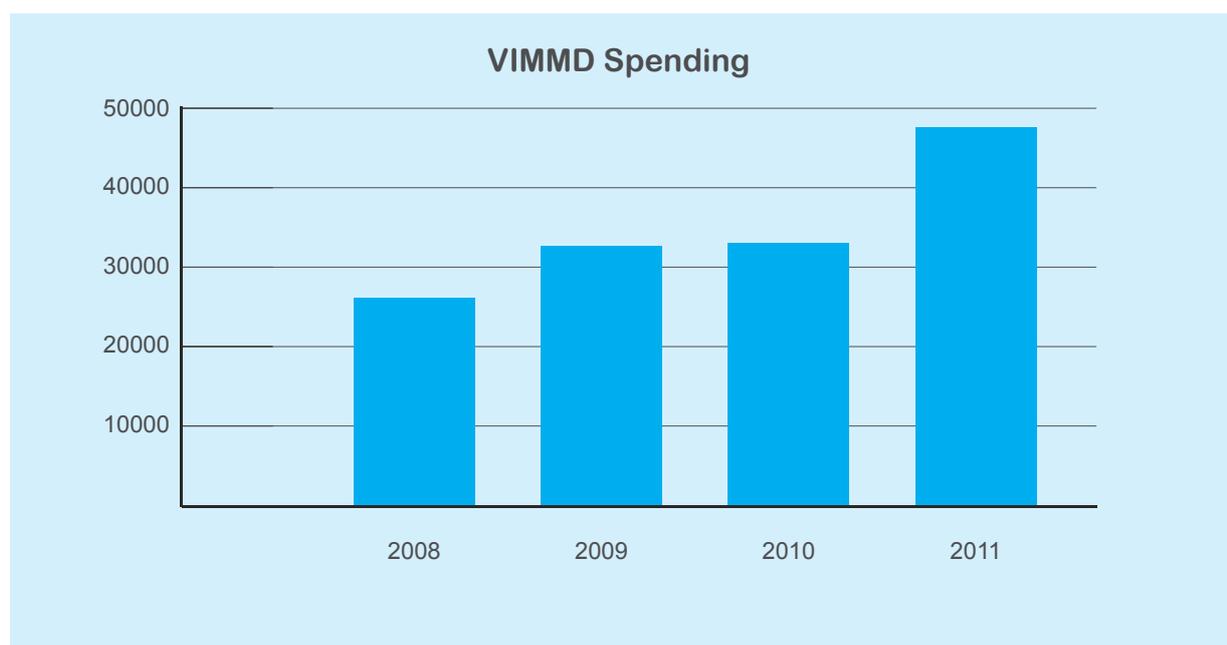
	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	26,089	32,546	32,937	47,294
Nominal % growth		24.8%	1.2%	43.6%
Real % growth		22.3%	-0.8%	40.8%

*The MoH estimates the children budget allocation at 47%
Source: General Budget Law 2009

Trends in Vaccinations, Immunisations, Medicines & Medical Disposables Spending

The budget for this programme increases significantly in 2009 (24.8%), increases minimally in 2010 and then increases significantly again in 2011 (43.6%). There are large capital injections in 2009 and 2011 for the ‘Medicines and Medical Consumption Project’.

In compliance with the fourth goal of the MDGs: Reduce by two-thirds child mortality before 2015; the MoH is planning to include new vaccines in the national vaccination programs (Hib and Rotavirus). This explains the significant increase in the budget of the VIMMD programme.



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Vaccinations, Immunisations, Medicines & Medical Disposables Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
24. Diminish infant and child mortality	Percentage of medicine local procurement (out of central tenders) of total medicine tenders	5%	8%	5%	3%	2%
	Percentage of medicines purchased through joint procurement tenders of Ministry's total procurements	-	-	50%	70%	80%

Source: General Budget Law 2009

Challenges stated by ministry officials

- Annual increase of the number of insured people and medicine prices causes increasing costs simultaneously.
- Public awareness to deal with medicines, vaccinations and immunizations.

4.5 Observations and comments

4.5.1 Issues relating to the health rights of the adolescent

This section asks the question does the 'Jordanian Adolescent' receive the same right of 'access to the highest standard of health care' (CRC 24) as the 0-5 year old? UNICEF/NCF (2007)¹⁴ suggests that they may not. The UNICEF report identifies that 'pre-adolescents and adolescents' have 'the most unmet health needs'. Unlike education, there are no CRC health rights which make specific mention of the adolescent. Without activities in the budget it is impossible to identify the specific amount spent on the health of adolescents.

A number of recent research projects have identified that although most Jordanian adolescents view their own health as good, they are facing many lifestyle related health issues (dental, dietary habits, sedentary lifestyles, smoking and sexual practices). Many of these issues (identified by the UNICEF study as well as the WHO and MoH Report of 2005¹⁵) relate to typical patterns of economic growth, urbanisation and modernisation of family and cultural practices. The NPA recognises that 13-18 year olds need to benefit from services which relate to their survival (health insurance, immunisation and nutrition) but places more emphasis on activities relating to psycho-social, sexual and lifestyle issues. Many of these activities are not provided by the MoH and many adolescents are no longer in the education system where they otherwise may have accessed them.

14 UNICEF (2007), Children in Jordan Situation Analysis 2006/2007/, Jordan Country Office. p66

15 WHO and Ministry of Health (2005), Health in Jordan. An Outline of the Current Situation and the Main Challenges Facing Health Development in Jordan, Jordan.

Anecdotal and survey information suggest that adolescent health rights, and in particular the right to the ‘highest standard of health care’ (appropriate to their health needs), are not being met. The MDGs focus on the most pressing global health needs. Although it is crucial for Jordan to continue to focus on maternal and child survival, the fulfilment of health rights of the adolescent needs to be an additional focus area.

4.5.2 Observations on the equity of Child Health allocations across governorates

Having the Right to Life fulfilled

Utilising infant (0-1) and <5 mortality rates as indicators:

- A child born in Karak has the lowest chance of survival (32[infant] & 39 [<5]) per 1 000;
- Mafraq (30&32), Tafeileh (27&30) and Maan (24&31) have similar rates to Karak;
- Jarash, Amman, Balqa, Madaba, Irbid, Aljoun and Aqaba fall within a 16&25 range, with the best survival indicators registering at Zarqa (10&10);
- Overall, children in the South of Jordan have a lower chance of surviving than children in the North and central.

Share allocation

- For primary and secondary health: Amman receives the highest share of the budget at 28% and Aqaba the lowest (2.3% for primary; 0% for secondary). This can be understood with Amman having the largest proportion of the population (37%) and the largest number of public hospitals, while Aqaba has the third lowest proportion of the population at 2.2% and no public hospitals (therefore no allocation from the Secondary Health Care programme).
- Irbid receives the largest share of the Health Insurance and Vaccinations, Immunisations, and Medicines budget (16%), 5 times higher than Aqaba (3%).

Per capita¹⁶

The share allocation can largely be attributed to population size. Per capita expenditure, however, is a more useful indicator. The figures below show huge discrepancies in per capita expenditure, but contextual data is necessary to understand this.

16 The full Governorate population figures and budget allocations that these calculations are based on can be found in Annex 3.

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Per capita spending in JOD¹⁷

	Primary Health Services	Secondary Health Services	Health Insurance	Vaccs., Immun., Meds.
Highest	Aljoun: 46	Madaba: 31	Maan: 154	Jarash: 70
Average	10	17.30	50	30
Lowest	Irbid: 3.20	Aqaba; Tafailah: 0	Amman: 17	Amman:3

Questions which arise are: What factors lead to Primary Health Care in Aljoun costing four times the national per capita average and 10 times higher than Irbid? An immediate answer is provided by understanding that Ajloun has a fairly low population compared with other governorates and that low volume centres will have a higher per capita cost. This can also be observed in terms of Amman having the lowest per capita spend on VIMMD. Other observations, however, cannot clearly be understood in term of population size and in all likelihood relate to socio-economic factors which, however, do not explain why three times the average per capita amount is spent on Health Insurance in Maan?

People interviewed:

Person	Position	Date
Dr. Adel Belbeisi	Manager/Primary Health Care Directorate	March 17, 2009
Andera Eweis	Manager/Financial Affairs Directorate	March 17, 2009
Muaid Barmawi	Manager/Budget Directorate	March 17 & 18, 2009
Dr. Mohammed Rawabdeh	Manager/Hospitals Directorate	March 19, 2009
Dr. Daifallah Al-Lozi	Manager/Health Centers Directorate	March 19, 2009
Dr. Sameer Faouri	Head of Children Health Affairs	March 19, 2009
Dr. Abdul Razzaq Al-Shafei'	Manager/Health Economy Directorate	March 19, 2009
Dr. Fares Al-Ayed	Manager/Studies & Data Directorate	March 19, 2009
Dr. Ahmad Barmawi	Manager/Medical Insurance Directorate	March 18, 2009
Nanci Abu-Rizeq	Head of Statistics Division/Medical Insurance	March 18, 2009
Dr. Musalam Qatarneh	Manager/Purchases Directorate	March 19, 2009
Dr. Wael Mheidat	Vaccinations and Immunizations Officer	March 19, 2009

¹⁷ Per capita for the Primary and Secondary Health Services programmes is calculated for the age group 018- while for the Health Insurance and VIMMD programmes it is calculated for the age group 05-, in which they constitute about one third of the total children population

5. Ministry of Education

5.1 Understanding a child's right to education

Every child in Jordan has the right to education. This right (and the incumbent duty of the state), is specific to the level of education. Based on CRC28 a child has:

- no direct entitlement to pre-primary education (and the state has no duty to provide it);
- a right to expect free primary education from the state;
- the right to expect access to different forms of secondary education, including general and vocational education, and that the state will attempt to make this free;
- a conditional right to expect access to higher education based on the capacity of the state to provide; and
- a right to expect educational and vocational information and guidance.

CRC29 qualifies the type of education a child can expect to receive. However, with the universal drive to provide free primary education for all children, CRC29 is often overshadowed. CRC29 places a duty on the government to ensure that all education:

- develops the child's personality, talents and mental and physical abilities to their fullest potential;
- develops the child's respect for human rights and fundamental freedoms (and the principles enshrined in the Charter of the United Nations); and
- develops the child's respect for their:
 - parents;
 - cultural identity;
 - language;
 - values;
 - national values of their country of origin and in which they live; and
 - people different from themselves.

Education is expected to prepare the child for a responsible life in a free society based on:

- peace, tolerance, gender equality, friendship among all peoples; and
- respect for the natural environment.

Furthermore, CRC29 states that the right of the child to expect the type of education which supports the principles described above may not interfere with the liberty of individuals and bodies to run educational institutions, as long as they conform to a set of minimum requirements defined by the state. In addition to CRC29, many other CRC rights form part of the package of what a child can expect in terms of the quality of their education. These include the rights to preserve a child's identity; freedom of expression and thought; access to information; a full and decent life for the disabled; protection of minorities; rest, leisure, play and the right to be protected from economic exploitation.

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Universally the MDG target to get every child into primary school by 2015 has led to huge improvements in primary enrolment rates, but has also created the following common trends in the developing world:

- a focus on quantity not quality of education;
- the lack of strategic thinking with regard to post-primary education and its importance in a country's development; and
- the inability of the whole education system to prepare children for a full and meaningful economic and social existence.

The final section of this chapter will attempt to explore these issues.

5.2 The CRC Education Rights

The Right from the CRC	Specific CRC Aspects
Education Access Rights	
28. Right to education	Compulsory free primary education
	Access to general and vocational secondary education
	Access to educational and vocational information and guidance
	Regular school attendance & reduced dropout
Education Entitlement Rights	
29. Personal development	Development to full potential
	Respect for human rights and fundamental freedoms
	Cultural and national identity
	Preparation for responsible life in a free society
	Respect for natural environment
31. Leisure, culture and arts	Rest, leisure and play
	Full cultural and artistic life
12. Form and express opinion & right to be heard	Form own opinion and & express his or her own views
	Be heard in judicial & administrative proceedings (such as student councils)
13. Freedom of expression	Seek, review and impart information regardless of frontiers
14. Freedom of thought, conscience & religion	May not infringe health, safety, morals or other's rights
15. Freedom of association & peaceful assembly	Within bounds of democracy, public safety, health, safety, morals or other's rights
17. Right to information	From national & international sources to promote social, spiritual & mental health

19. Protection from abuse	Physical, mental violence, injury, abuse, neglect or negligent treatment, maltreatment, exploitation including sexual abuse
Rights of vulnerable groups	
23. Full and decent life for the disabled child	Effective education, preparation for employment and recreation opportunities for disabled child
22. Rights of refugees	Child refugees to be afforded appropriate CRC Rights in line with conventions
30. Rights of indigenous minorities	Right to own culture, practices, religion & languages

The realisation of each CRC right has an attached cost. This cost goes further than the obvious input costs such as teacher’s salaries and classrooms. CRC29 and CRC30 imply a curriculum which cannot be based on out-dated text books, passive learners and teachers who do not stay up-to-date with world events and developments. Teachers need constant in-service training. At the very least, some level of global communication needs to be accessible in addition to appropriate reading material. Providing education to disabled learners will have a higher per capita cost as specially trained teachers, special classrooms and resources are required.

5.3 The Constitutional and legal framework for education

5.3.1 Constitutional rights to education

Article 6(ii) of the Constitution of Jordan places a duty on the GoJ to ensure work and education for all citizens. This constitutional responsibility on the state has two conditions attached:

- It is based on the limits of possibilities (progressive realisation within available resources);
- It must ensure a state of tranquillity and equal opportunities to all Jordanians.

Committing to education which ensures equal opportunities to all Jordanians implies that no one group should receive a better education than another. Children from wealthy families should not have better opportunities based on the ability to pay for a higher standard of education.

Article 20 of the Constitution of Jordan states that ‘elementary education shall be compulsory for Jordanians and free of charge in Government Schools’.

Article 19 of the Constitution of Jordan states that congregations shall have the right to establish and maintain their own schools for the education of their own members, provided that they comply with the general provisions of the Law and be subject to the control of Government.

South African comparison

Section 29 of the South African Constitution states that ‘everyone’ has the right to a basic education (including adult basic education and further education within available resources). In this regard, the Constitution of Jordan has a higher level of commitment to CRC28 as it makes

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elementary education free, which is not the case in South Africa's Constitution.

It is of interest to observe that the right to education in Jordan is extended to all citizens. The South African Constitution uses the vague term 'everyone'. Article 8 of the South African Constitution defines 'everyone' as all 'juristic persons'. The wording of this education right in South Africa is indicative of the ongoing confusion around the payment of school fees.

5.3.2 Education related international agreements and treaties which Jordan has signed *International Covenant on Economic, Social and Cultural Rights (ICESCR) Article 13*

This links to Article 13 of CRC and refers to the rights to freedom, dignity, respect and the right of expression.

The Convention on Technical and Vocational Education (UNESCO) Article 2

Requires states to implement technical and vocational education which includes knowledge essential to economic, social, personal and cultural development.

The Convention on the Rights of Persons with Disabilities (associated with Law 7/2008)

The state has a duty to provide education services to disabled children on an equal basis with other children.

5.3.3 The Jordanian National Plan of Action for Children (2004 – 2013): Component Two: Development and Strengthening Capabilities of Children

The general aim of this component is to ensure that children have the best start to life through providing a stimulating and safe environment at home and childhood centres, and by receiving quality education (pre-school, basic and secondary) that is developmentally appropriate, and encompasses opportunities for self-learning and life-long learning, integrating information technology, and reforming education for the knowledge economy. Furthermore, this component aims to increase the children's knowledge of their cultural heritage, improve their ability to make informed decisions, enhance their inter-personal communication skills, develop their creativity and capabilities and enable them to exercise their right to express their views and to participation.

5.3.4 Jordan National Education Strategy (NES) 2006

The NES aims to guide the operations of the MOE for the next five to ten years as it implements annual development activities and identify the strategies, mechanisms and methods to achieve the Vision and Mission.

5.3.5 Legal Framework for Education

Education Law No.3 of 1994 is the active law which regulates the education sector in Jordan. The law includes the philosophy and objectives of education and education cycles and their ob-

jectives. School Discipline Regulation No.1 of 2007 clarifies the relations between the school and the students, the responsibilities of the school administration, and what is expected from student behaviour.

Linking rights to legislation

The Right	Law/Policy	Areas Covered
28. Right to education	MoE Law No.3, 1994. Articles: 3/C/6, 6/A,B,E, 10, 12, 27/A, 40, 43/A, 3/G/9, 6/A, B, E/ 12, 27/A/ 21	Primary education compulsory & free to all Jordanians
12. Freedom of expression & right to be heard	School Discipline Regulation No.1, 2007. Article 4/c/1,2	The discipline committee must hear the student in any claim or problem against them
19. Protection from abuse	School Discipline Regulation No.1, 2007. Article 9	Protects the student from undesirable penalties
	School Discipline Regulation No.1, 2007 Articles: 3/A,B, 5, 6, 7, 8, 9	Enhance good attitudes & manners in students' community
29. Personal development	MoE Law No.3, 1994. Articles: 3/b,c, 4, 5/a,c, 6/d, 8/a,b, 9, 11, 41/b	Protects child's rights to their cultural identity, language and values
31. Leisure, culture and arts	MoE Law No.3, 1994. Article 6/d	Promotes child's right to rest. Leisure and recreation
23. Full and decent life for the disabled child	MoE Law No.3, 1994. Articles: 5/F, 41/A	Special programmes for disabled students
	Disabled Law No. 31, 2007. Article 4/B	Integrating disabled students with society

5.3.6 Ministry of Education's Strategy

Vision: The Hashemite Kingdom of Jordan possesses human resources that can compete efficiently and capable of providing society with constant educational expertise over their life time and these educational skills are strongly linked to the society's current and future needs, in response to sustainable economic development and to encourage it through preparing educated individuals and skilled work forces.

Mission: Developing an educational system with its pillar excellence and that depends on its human resources, referring to international standards and social values, in addition to high competitiveness spirit, which shall contribute in Jordan's advance within the "Global Knowledge Economy".

Strategic Goals: Enhancing the efficiency of the educational system through prudent governance and the application of education economy principals, providing education in a framework of equity and fairness, providing educational services for those with special needs and gifted students and increase private sector involvement in the management of vocational education and reform

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programmes and curricula to meet market needs, also expanding public kindergartens particularly in poor and rural areas.

Educational institution plays an important role in bringing about integrated and comprehensive social development. Education is a common responsibility in which all private, social and public sectors should take parts in its development through planning, implementation, evaluation and modernization.

Providing equal educational opportunities all over Jordan, regardless of gender, languages, nationality or religion are the top priority of the wise Hashemite leadership. This trend has been promoted in the Constitution and educational legislations, in harmony with the philosophy of education.

5.4 CRC Rights, Ministry of Education Programmes and Budgets

The Ministry of Education (MoE) provides education services to all citizens of Jordan. The framework through which services are provided is the National Education Strategy 2006. The total MoE's allocation for 2008 – 2011 is given in the table below.

Ministry of Education Budget - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Education Ministry Budget	451,105	548,485	570,352	614,840
Education Ministry % Total Country Budget	7.9%	8.9%	8.8%	8.7%
Allocation to Basic Education from MoPIC	20,050	9,200	6,800	5,800
Child Programmes % Ministry Budget	93.2%	93.2%	93.2%	93.4%

Source: General Budget Law 2009

The MoE budget increases by almost JOD 154 million from 2008 to 2011. The proportion of the total country's budget going to the MoE increases from 7.9% in 2008 to 8.7% in 2011. This increase implies a continued commitment of the GoJ to education. The projected real growth rate for the entire MoE Budget for 2010 and 2011 is 2% and 4% respectively. Future CBA studies would need to track whether the real growth in the Ministry's budget allows it not only to accommodate the increase in the school population (relating to access rights in CRC28), but also to invest in improving the quality of education (CRC29). The Education Reform for Knowledge Economy (ERfKE) (2003-2008) was introduced by the MoE to improve the quality of education.

The child-related proportion of the Ministry of Education budget is 93%. The remaining 7% is allocated to reducing illiteracy amongst adults and administration and support services.

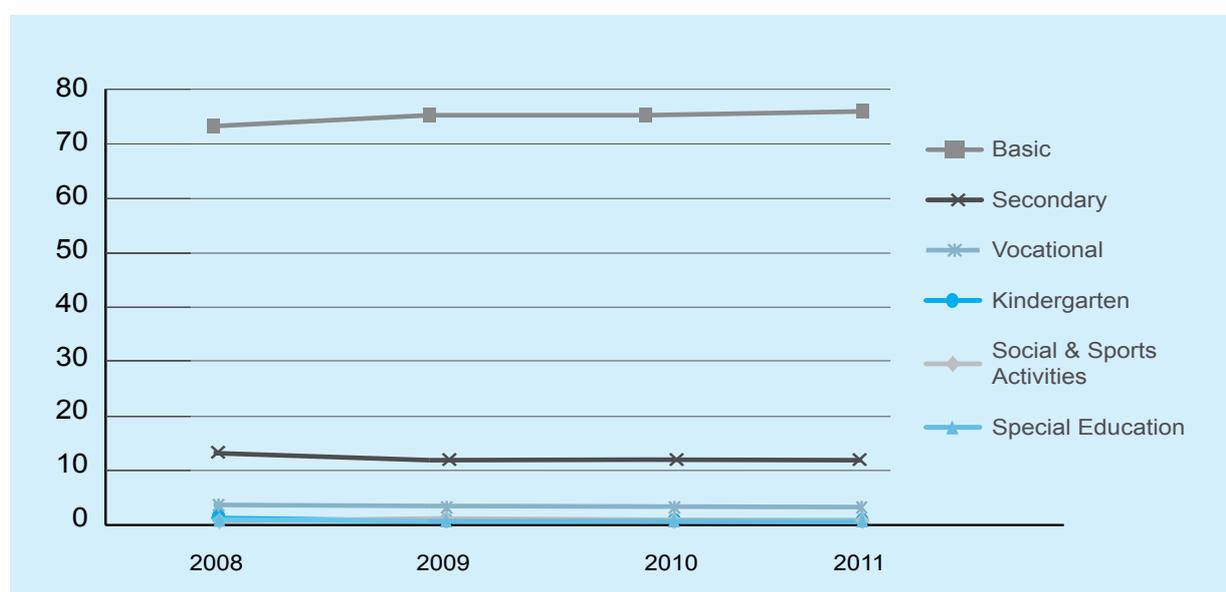
The MoE also receives funding from MoPIC for developing education towards a knowledge economy. The allocation decreases over the medium term as the first phase of the project nears completion. A second phase is being planned but is still in the design stage.

Child allocations by programme as a % of total Ministry Budget

Programme	Major CRC Right	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Basic	28. Compulsory free primary education for all	73.2%	75.2%	75.2%	75.9%
Secondary	28. Access to general and vocational secondary education	13.2%	11.9%	12.0%	11.9%
Vocational	28. Access to educational and vocational information and guidance	3.7%	3.5%	3.4%	3.3%
Kindergarten	28. Regular school attendance & reduced dropout 29. Development to full potential	1.3%	0.78%	0.82%	0.85%
Social & Sports Activities	31. Leisure, culture and arts 29. Development to full potential	0.7%	1.2%	1.0%	0.8%
Special Education	23. Full and decent life for the disabled child	1.0%	0.7%	0.7%	0.6%

Source: General Budget Law 2009

The graph below depicts the percentage allocations to children of the six programmes in the Ministry of Education for the four year period.



Within the Ministry, the share allocation to the Basic Education programme increases by almost 3% over the MTEF while all other programmes see a decline in their share allocation. It is possible that this relates in part to the Ministry's commitment to achieving and maintaining the impending 2015 MDG for primary education (primary NER is currently 97.7%).

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5.4.1 Basic Education Programme

The MoE offers free and compulsory basic education for 10 years for children aged 6 to 16.

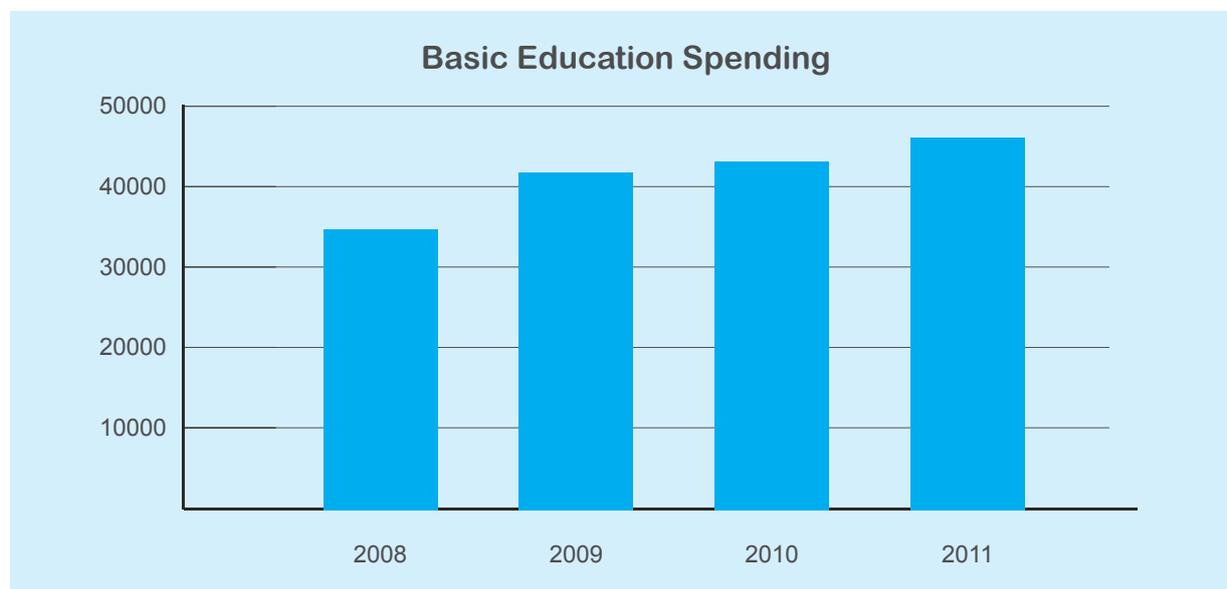
Budget for Basic Education - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget (MoE and MoPIC)	350,371	421,445	435,699	465,097
Nominal % growth		20.3%	3.4%	6.8%
Real % growth		17.9%	1.4%	4.7%

Source: General Budget Law 2009

Trends in Basic Education Spending

The budget for basic education increases by JOD 115 million between 2008 and 2011. The significant growth from 2008 – 2009 is based on capital projects for building and equipping classrooms. Future analysis of an activity based MTEF budget would allow observations to be made regarding the correlation between the capital project expenditure in the 2009 Budget and whether the 2010 and 2011 budget allocations include the lifetime costs for the effective use of the new infrastructure including increases in staff, maintenance and operational costs.



Challenges stated by ministry officials

- Providing the required support for training supervisors and teachers
- Developing curriculum and school books especially in the basic phase
- Double-shift schools
- Maintaining proper school buildings and computer laboratories
- Curricula and teaching quality

- Reducing dropout rates
- Enhancing students' participation in the educational process

Basic Education Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
28. Compulsory free primary education for all	Basic education dropout rate	2.5%	0.8%	0.75%	0.7%	0.65%
	Average student/classroom	26	26.3	28	30	32
	Students in the school nutrition project	310,000	310,000	460,000	570,000	650,000

Source: General Budget Law 2009

The number of beneficiaries of the school nutrition project doubles from 2008 – 2011 because the Ministry's objective is to include all students from kindergarten through Grade 6 in the school nutrition program in phases. In 2008, the number of beneficiaries stood at 310,000 students. The targeted number for 2011 is 650,000 students, or almost 100% of the target category.

Primary Education MDGs

			Baseline 1990	2002	2007/ Target	Target
Goal 2. Achieve universal primary education	Target 3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Net Enrolment Ratio (NER)* in primary education Grd 16- - %	91.4	92	97.7	100
		Proportion of pupils starting grade 1 who reach grade 5 - %	92.2	98.8	99.0	100

*NER: Net Enrolment Ratio is a standardised global measure which compares the number of students actually enrolled at the correct/official level of education for their age group compared with all students who should be enrolled.

5.4.2 Secondary Education Programme

Secondary education is not compulsory and there is no CRC or constitutional obligation on the state to provide it for free. In Jordan, the MoE provides secondary education for a symbolic fee which covers only the curricula books cost of JOD 35. Secondary education is a crucial stage for young people and the Jordanian National Plan of Action aims not only to ensure the readiness of graduates to face the work environment or higher education, but also to ensure their personal and social development.

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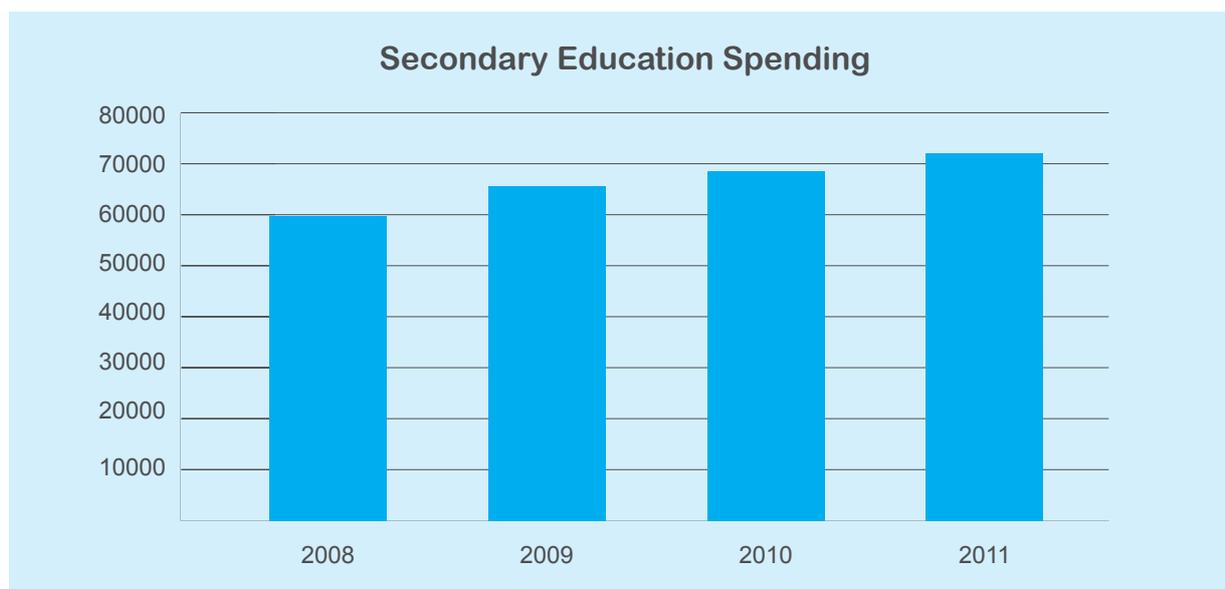
Budget for Secondary Education - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	59,637	65,504	68,548	72,123
Nominal % growth		9.8%	4.7%	5.2%
Real % growth		7.7%	2.6%	3.2%

Source: General Budget Law 2009

Trends in Secondary Education Spending

Allocations to secondary education increase by JOD 12.5 million between 2008 and 2011 and almost 10% between 2008 and 2009. The increase is mainly due to building and leasing new schools and classrooms and related operating expenditure, and the growth rate slows to half of this from 2010 onwards.



Challenges stated by ministry officials

- Congestion due to crowded schools and class rooms
- Poor maintenance of schools
- Insufficient class rooms
- Developing educational techniques
- Insufficient upgrading of monitoring management systems
- Reducing dropout rates

Secondary Education Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
28. Access to general and vocational secondary education	Secondary Education Gross Enrolment Rate (GER)*	72%	77%	77.5%	78%	78.5%
	General Secondary Exam pass rate	56%	63.7%	64.5%	65.5%	66.5%

Source: General Budget Law 2009

*Gross Enrolment Rate differs from NER in that it does not focus on students of the correct age group being enrolled at the right level of education. GER compares the total number of students enrolled, regardless of the level they are enrolled in and compares this to those who should be enrolled (official school age population) for the same education level being measured.

Although the secondary exam pass rate of 63.7% (2008) exceeds the MoE target it remains a low output for a school leaving exam. The number of students completing 12 years of schooling is approximately half those who completed the 10 years of basic education. The Ministry target implies that 33% of those making it to grade 12 in 2011 will still not have the ability to pass their exit exam. If these targets remain, this reflects poorly on both basic and secondary education for not preparing students sufficiently for the exam. It is also not encouraging for the school leavers' constitutional right to have the GoJ ensure work for them as well as the child's right to be able to develop to their full potential (CRC29).

A possible explanation for the decline in secondary education enrolment, provided by the local researchers, is that at this stage many students are either moving towards vocational education, joining the Vocational Training Corporation (VTC), or may start working at the age of 16.

5.4.3 Vocational Education Programme

Vocational education is provided through vocational schools and training centres.

Budget for Vocational Education - JOD '000

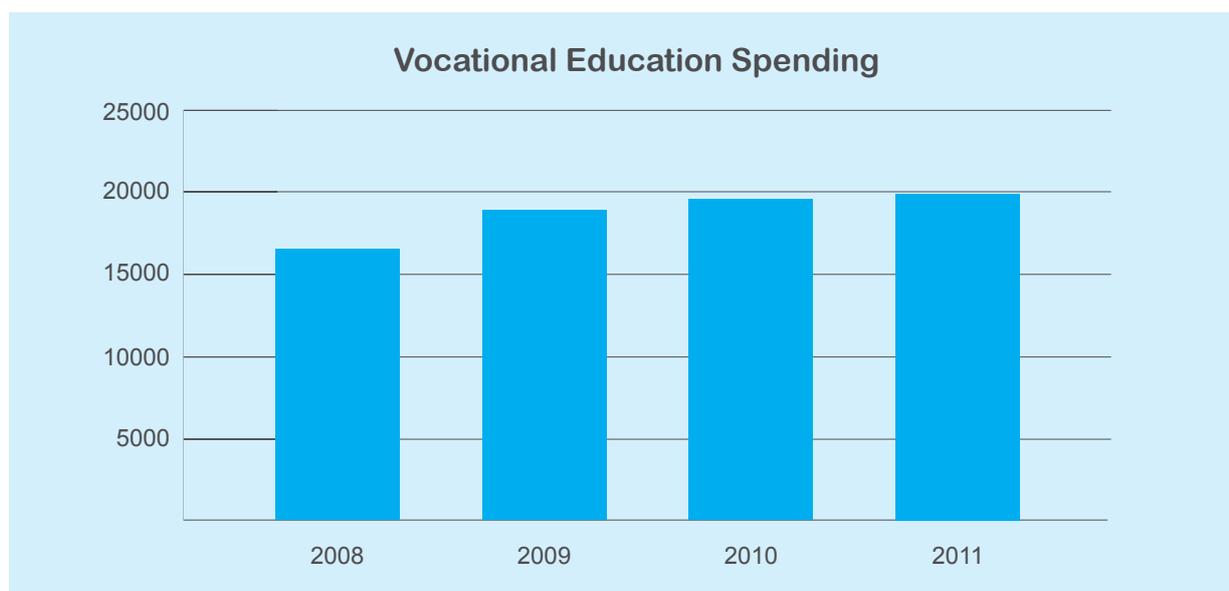
	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	16,544	18,929	19,595	19,922
Nominal % growth		14.4%	3.5%	1.7%
Real % growth		12.2%	1.5%	-0.3%

Source: General Budget Law 2009

CHILD BUDGET ANALYSIS

Trends in Vocational Education Spending

The budget for vocational education increases by JOD 3.4 million over the medium term. The rate of growth is higher between 2008 and 2009 due to an injection of capital funds for constructing new classrooms and training new vocational teachers. The subsequent slow down in real growth to an average of 0.6% from 2010 to 2011 indicates that the Ministry will need to implement far reaching operational efficiency gains to achieve its targeted 3.3% enrolment increase for the same time period.



Challenges stated by ministry officials

- Inducing the market to employ vocational graduates
- Decreasing number of enrolments and insufficient funding
- Lack of skilled trainers
- Narrow occupational specialisations that do not match the labour market

Vocational Education Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
28. Access to educational and vocational information and guidance	Number of students enrolled	27,000	27,000	28,000	29,000	30,000
	Percentage of vocational education graduates finding employment	60%	60%	65%	70%	75%

Source: General Budget Law 2009

5.4.4 Kindergarten Education Programme

Jordan is one of the first countries in the region to develop an Early Childhood Development Strategy. The MoE is aiming to make kindergarten education compulsory based on studies showing the benefit to performance in basic education for those children that receive some form of early childhood development.

The Early Childhood Development (ECD) Strategy (2000) was prepared in August 2000 to focus on the specific needs and requirements of this age group. It covers all areas of the development and care for the KG age group, not only education. The general aims of the ECD Strategy are to put a policy framework and institutions in place to promote ECD, providing children with protection and an appropriate environment for their full growth and development. It includes educational, social, psychological, physical, and health-related fields. It aims at increasing family and community awareness about children's issues and the importance of early childhood development.

The MoE is responsible for overseeing the establishment and licensing of kindergartens, and establishing public kindergartens in disadvantaged and remote areas. In addition to training teachers and administrators on early childhood education, the MoE and the National Council for Family Affairs (NCFA) have developed a national kindergarten curriculum and draft licensing standards.

Budget for Kindergarten Education- JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	5,704	4,305	4,677	5,169
Nominal % growth		-24.5%	8.6%	10.5%
Real % growth		-26.0%	6.5%	8.4%

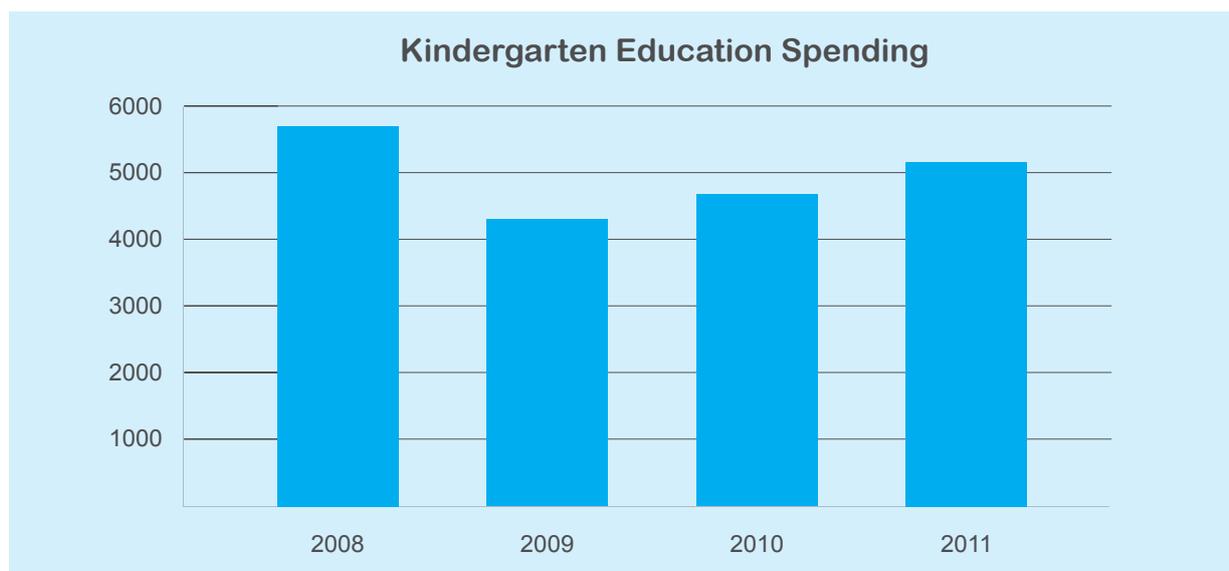
Source: General Budget Law 2009

Trends in Kindergarten Education Spending

It is laudable that the MoE has prioritised kindergarten (KG) education, and intends making it compulsory. KG education (in addition to nurseries) can contribute to the fulfilment of a number of CRC rights. In addition to contributing to CRC28 (education), it will aid CRC24 (by potentially improving health and hygiene education); CRC27 (the right to an adequate standard of living) and CRC31 (the right to culture and leisure). A well structured KG curriculum could play a role in protecting children from sexual abuse and exploitation and promoting CRC12 (the right of expression). KG's can also allow parents, particularly mothers, improved opportunity to have their constitutional right to work (Article 23) fulfilled.

CHILD BUDGET ANALYSIS

The 2008 allocation includes support from the European Union for a reform programme. The sharp drop in programme funding (by -26% in real terms) is observed once the EU funds are removed from the programme. The real growth from 2010 onwards is less than 10% and does not reflect the envisaged growth stated in the programme indicators. From 2008 to 2011 the number of kindergarten rooms and teachers increases more than three-fold from 302 to 979 (224%). Three times more classrooms implies a demand for more teachers and an increase in running costs.



Challenges stated by ministry officials

- Delay in referral of kindergarten projects for tenders
- Delay of contractors in completing awarded projects within the scheduled time frame
- Contractors not adhering to KG standards of space

Kindergarten Education Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
29. Development to full potential	Number of equipped kindergarten rooms	350	302	552	772	979
	Number of trained teachers qualified to deal with children	200	302	552	772	979

Source: General Budget Law 2009

5.4.5 Social and Sports Activities Programme

The goal of this programme is to strengthen students’ national belonging and openness with other cultures.

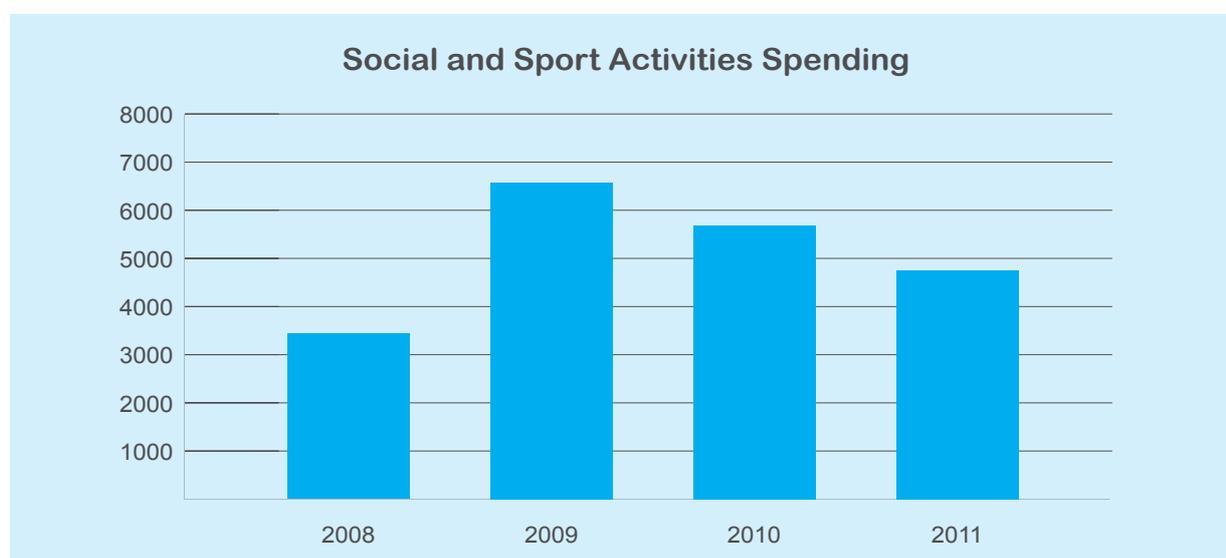
Budget for Social and Sport Activities - JOD ‘000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	3,437	6,584	5,680	4,749
Nominal % growth		91.6%	-13.7%	-16.4%
Real % growth		87.8%	-15.4%	-18.0%

Source: General Budget Law 2009

Trends in Social and Sport Activities Spending

The budget for social and sport activities almost doubles from 2008 to 2009 due to a capital injection to build sports stadiums and to establish teacher’s clubs. The budget then declines in real terms by -15.4% from 2009 to 2010 and -18.0% from 2010 to 2011. Although the decreasing budget is due to the finalisation of capital projects, it may still be an indicator that this programme is not contributing meaningfully to increasing all children’s right to CRC31 (leisure, culture and art). By the state agreeing to the right of the child to develop their use of leisure and involvement in cultural and artistic endeavours, it is incumbent on the state to fulfil their duty in this regard and the declining funding allocation does not show an intention to do this. This trend is common in developing countries that stop funding extra-curricular activities in their budgets as they barely have enough money to fund core education programmes. The implication of this is that it is left up to NGOs to attempt to fulfil this right. Fee paying private schools generally have a large menu of extra-curricula activities, which is a clear indicator of inequality and of children at private schools having more rights than those at public schools.



CHILD BUDGET ANALYSIS

Challenges stated by ministry officials

- Shortage of physical education teachers
- Insufficient cultural and recreational programs
- Limited transportation facilities for sports activities
- Limited availability of summer sport schools for students
- Poor maintenance of sports halls

Social and Sports Activities Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
29. Personal development 31. Leisure, cultural and arts	Athletic festivals	2	1	3	3	3
	Scout camps	5	3	6	7	8
	Teachers' clubs	12	10	12	13	14

Source: General Budget Law 2009

5.4.6 Special Education Programme

Gifted students are included in the Special Education Programme. The MoE started working on an academic acceleration programme for gifted students from 1997/98. The programme allows gifted students to progress academically in line with his/her academic achievements and mental abilities, regardless of age. These distinguished students are served through 3 schools, 18 pioneer centres and 35 labs.

Disabled children: Mentally handicapped children are primarily the responsibility of the Ministry of Social Development who provide social care and education. However children with other disabilities are supported by skilled and well trained teachers under the umbrella of MoE and catered for in 500 resource rooms at MoE schools, 10 schools for students with hearing disabilities and 2 schools for students with sight disabilities.

Budget for Special Education - JOD '000

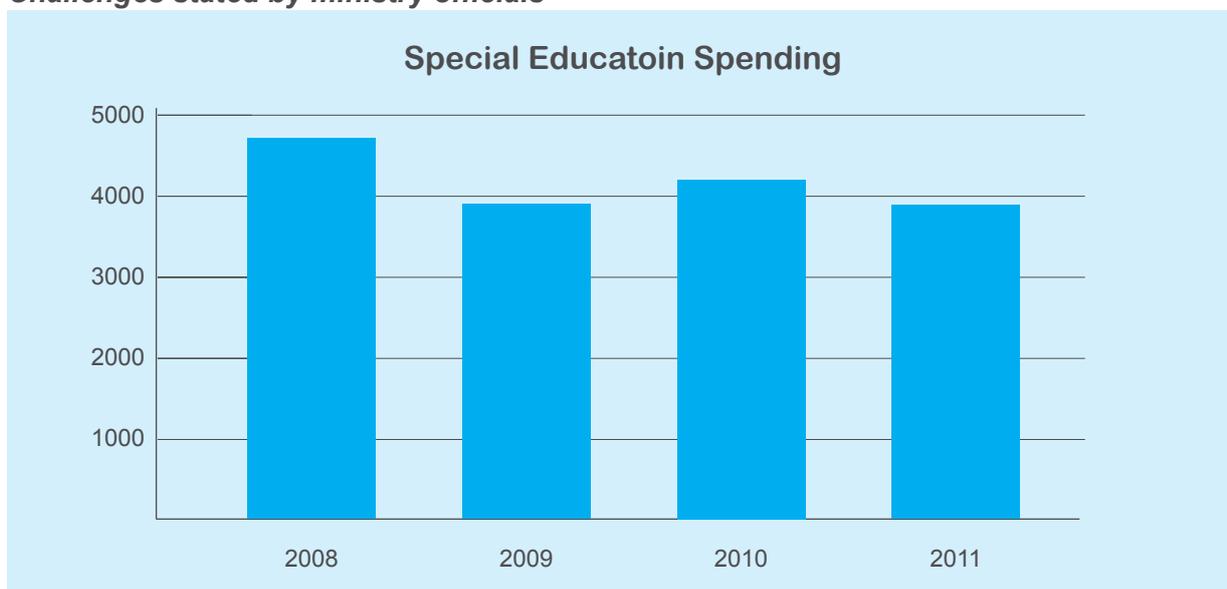
	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	4,716	3,905	4,204	3,891
Nominal % growth		-17.2%	7.7%	-7.5%
Real % growth		-18.8%	5.6%	-9.3%

Source: General Budget Law 2009

Trends in Special Education Spending

The budget for the special education programme decreases by JOD 825,000 from 2008 to 2011. The reason for the major decrease is the termination of funding for capital projects. In 2010 there is a large increase, again attributed to a capital injection for more resource rooms. By 2011 the budget allocation is lower than the 2008 budget. This raises a question as to whether CRC23, the disabled child's right to effective education, is likely to be fulfilled. In addition the allocation appears not to cater for the required increase in current expenditure needed to provide specially trained teachers for the new facilities.

Challenges stated by ministry officials



- Limited number of schools with special needs facilities
- Most special needs schools are old and premises are rented
- Poor incentives for teachers in this field

Special Education Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
29. Personal development 23. Full and decent life for the disabled child	Number of excellence schools	4	3	4	5	6
	Number of special education rooms	18	40	40	40	40

Source: General Budget Law 2009

CHILD BUDGET ANALYSIS

5.5 Observations and comments

5.5.1 Completing primary school and meeting the MDGs

According to the Department of Statistics (2008)¹⁸, most Jordanians born in and before 1942 only completed 3.9 years of school (median educational attainment). Vast progress can therefore be observed in that Jordanians born from 1958 onwards are completing a median of 10.8 years of school. Those living in urban areas and in the central region complete 1.4 years more schooling than those in rural areas in the North and South. Amman has the highest median attainment rate (9.5) and Maan the lowest (8.1). These rates are contextualised against the Child's CRC and constitutional right to free primary education.

The MDG target is to attain 100% NER in primary education. There is a degree of cloudiness in this regard. The CRC uses the term 'primary education', the Constitution of Jordan refers to free 'elementary education' and the MoE programme is called Basic Education. Jordan is not the only country with this confusing terminology. Save the Children (2007)¹⁹ notes that there is confusion on this issue in many countries. The CRC Committee recommended in 2007 that free primary education should be a minimum of 8 years.

The MoE Law No.3, 1994 and the Jordanian National Plan of Action for Children offer free basic education for 10 years in government schools. In Jordan the first 6 years of the Basic Education programme are called primary education (Grades 1-6) and it is this level which is used as the MDG.

5.5.2 School enrolment and dropout for boys and girls

In all levels of education there are more girls at the right level of education than boys. The gap becomes larger in secondary school jumping from a 1.3 % NER divergence at basic to 11.5% at secondary.

NER and GER 2007/8

	NER 2007 / 8			GER 2007 / 8	
	Basic 1 - 10	Secondary 11 - 12		Basic 1 - 10	Secondary 11 - 12
Total	97.6%	62.0%	Total	99.0%	77.6%
Male	96.8%	60.7%	Male	98.4%	76.3%
Female	98.1%	72.2%	Female	99.3%	80.4%

Source: MoE statistics 2007/8

18 Department of Statistics (2008), Jordan Population and Family Health Survey 2007, Amman, Jordan.

19 Save the Children (2007), Free Education is a Right for me: A report on free and compulsory primary education, Sweden.

The trend for a higher proportion of girls being enrolled at all levels of education continues when we look at the total possible learners (GER). In addition to observing the significant decrease in GER after the end of primary education, it is important to recognise the larger divergence between female and male enrolment at secondary school level.

At most levels of education the dropout rate in MoE schools is higher than other authorities. At practically every level of education more boys leave the education system without completing the year than girls. Grades 6, 7 and 8 have higher dropout rates. In the final year of school the proportion of boys dropping out of Grade 12 is almost 50% higher than the proportion of girls. Detailed information on dropout rates by level of education for education authority and gender is found in Annex 2.

5.5.3 Quality of schooling

An initial crude measure of the quality of schooling is the literacy attainment rate. By 2007 Jordan had reached a literacy rate in the age group 15-24 yrs of 99%, an improvement of 1.6% since 1990. Learning to read and write is a small step toward the realisation of CRC29, quality education. UNICEF/ NCFA (2007)²⁰ uses the Trends in International Mathematics and Science Studies (TIMSS) as a further indicator for measuring the quality of school programmes. Jordan's highest TIMSS attainment was an overall position 26 out of 46 countries in 2003. Despite having subsequently achieved the highest ranking in the region in 2007 for science and the second highest (after Lebanon) for maths, Jordan still remains in the low score bracket internationally. However, neither literacy rates nor maths and science achievement address the right of the child to an education which meets the CRC29 standards, with a curriculum designed to develop child's respect for:

- national values of their country of origin and in which they live;
- people different from themselves; and
- promotes peace, tolerance, equality of sexes, friendship among all peoples; and
- respect for the natural environment.

Taking into account the targeted increase in the number of learners per class at primary school, the quality of education programmes is an important focus area. The mission and vision of the MoE gives prominence to economic development and the knowledge economy. Jordan can draw lessons from some Far East countries (such as Singapore and Indonesia) that in the early 1980's, during their economic boom, attained a high output of engineers and scientists, but excluded the 'soft social sciences' from curricula leading recent studies to observe that many highly skilled technical experts educated during that period lack not only creativity but also problem solving and inter-personal skills²¹.

20 UNICEF/ NCFA (2007), Children in Jordan Situation Analysis 20062007/, Jordan Country Office.

21 Varghese.N.V. (2004), Institutional Restructuring in Higher Education in Asia. UNESCO

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5.5.4 Issues relating to CRC28 (access to secondary education)

UNESCO²² observe that with the Education for All (EFA) and MDG's not targeting secondary education, global trends are for high participation rates in primary education and a sharp decline in secondary. Internationally this trend is particularly noticeable when differentiating between lower secondary and upper secondary as the table below illustrates.

Lower Secondary Gross Enrolment Global	
OECD	79%
West Asia	69%
Africa	45%

Source: UNESCO Institute for Statistics

In Jordan, what in some countries is called 'Lower Secondary Education' (typically for the 10-15 year olds) is compulsory as it is part of the Basic Education programme. The vulnerable group is therefore the 16-18 year olds (or post basic age) group.

In the 2007/08 year:

- 1.3 million students were enrolled in basic education spanning the 10 year cycle.
- 175 000 students were enrolled in secondary education spanning the 2 year cycle, with 150 000 in academic secondary and 20 000 in vocational secondary.
- 99.4% of learners falling into the official age group completed Grade 6.
- 90.9% of learners falling into the official age group completed Grade 10.

Recent dropout rate data indicates that at MoE schools in 2007/8 the dropout rates at Secondary were double those at basic:

- Basic (1-10): 0.34
- Secondary (11-12): 0.64

The above trend has a more complex set of drivers than budgetary, as the national per capita²³ spend on basic and secondary education is at a similar level with secondary at JOD 400 and basic at JOD 340²⁴.

22 UNESCO Institute for Statistics (2005), Global Education Digest 2005 - Comparing Education Statistics across the World, Montreal.

23 Per capita spending = programme (basic or secondary) budget/ number of children in the equivalent age group

24 Figures provided by MoE officials for 2007

5.5.5 Observations on the education allocations across governorates

*Per capita expenditure for basic and secondary education*²⁵

There is a high level of deviation in per capita expenditure between governorates. The average per capita spend on basic education in 2007 was JOD 340. The cost of providing basic education in Ma'an was JOD 471 and close to four times higher than Amman.

A similar trend emerged for the per capita expenditure for secondary education with Ma'an's per capita spend almost three times that of Amman. The size of the population (potential or actual learners for both basic and secondary) does not fully explain this discrepancy. This study did not investigate the reason for this anomaly, but these trends are important from an equity perspective.

People interviewed

Person	Position	Date
Abdullah Mheidat	Member/Kindergarten Division	March 16, 2009
Ahmed Abu Sene	Member/Kindergarten Division	March 16, 2009
Mohmad Aledwan	Vocational services Directors	March 22, 2009
Mohmad Alekoor	Managing Director of General Education Directorate	March 26, 2009
Mohmad Othman Zaza	The Director school sports	April 1, 2009
Zahi Besharat	The Director of scout and girl guide	April 1, 2009
Dr. Fareed Al-Khateeb	Managing director Special Education Director	March 26, 2009

²⁵ The full Governorate population figures and budget allocations that these calculations are based on can be found in Annex 3.

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6. Ministry of Social Development

6.1 Understanding a child’s right to social development

The CRC affords the child 55 rights. The concept of the CRC is to create the ideal environment for the child’s well being. The CRC recognises that the ideal environment for the child to grow up in is ‘a family of happiness, love and understanding’. When this fails, the state becomes directly responsible for ensuring that all children who cannot have all 55 CRC Rights met by their family and community, are not disadvantaged but will have those rights met through the care and protection provided by the state. The CRC requires the state to meet their duties within the resources they have available to them, so a Child Budget Analysis needs to ask whether the state is committing sufficient resources to the care of children and whether those resources are being used optimally. A range of state Ministries and agencies are involved in the protection of the child in coordination with the Ministry of Social Development, including the Family Protection Department of the Public Security Directorate. This report, however, only analyses the role of the Family and Protection Programme and Handicapped Affairs Programme of the Ministry of Social Development (MoSD).

6.2 The CRC Social Development Rights

Preamble to CRC	
The child should grow up in a family of happiness, love and understanding. The family:	
<ul style="list-style-type: none"> · is the natural environment for the growth and well-being of children · should be protected and assisted to fully assume its responsibilities 	
Entitlement Rights:	
A standard of living adequate for their physical, mental, spiritual, moral & social development	
3. Legal and administrative support for parents and guardians	
26. Right to benefit from social security, including social insurance	
Access Rights: when the family system fails, what services does a child have a right to?	
While the child is part of a family:	If the family system cannot care for the child:
18. The state will assist the parent to raise their child	20. The state will provide alternative care
19. The state will protect the child from abuse/exploitation and sexual abuse	
Entitlement Rights: when receiving care from the state what conditions can a child expect?	
25. Periodic review of the treatment provided	
12. To be heard in any judicial and administrative proceedings	
Care for the disabled child	
23. The disabled child will have special care to allow the child to enjoy a full, decent dignified self reliant life in the community.	Free access to education, training, health care services, rehabilitation services, preparation for employment & recreation opportunities

The table above on the child's social development rights attempts to show the two levels of state involvement in caring for children. The first level is to assist the family to care for the child. Once that, for a variety of reasons, becomes unattainable the state will provide alternative care. While still in the care of the family (including parents or other legal guardians), the state is responsible to ensure that the child is not abused. While in the care of the state the CRC states that the child has the right to certain standards of care (CRC 3, 12 and 25). Likewise, when the family and community is unable to provide for the rights and needs of the disabled child, the state has a duty to ensure that these rights are met.

6.3 The Constitutional and legal framework for social development

6.3.1 Constitutional rights to social development

The Constitution of Jordan makes no direct reference to the social care and protection children can expect. This is, however, implied in Article 6 which states 'Jordanians shall be equal before the law'. Apart from expecting the law to treat all persons with the same respect, we can also expect the law to create conditions to ensure that everyone is equal or, in other words, that everyone has the same rights and the same opportunity to have their rights met.

South African comparison

Section 28 of the Constitution of South Africa lists five specific child protection rights which reflect the CRC. Unlike the CRC, which is explicit that 'State Parties' have a duty based on meeting these rights, this is lacking in the Constitution of South Africa. By excluding this when stating the child's rights (it is included when describing other rights in the SA Constitution) it creates a potential loophole. With the HIV/Aids pandemic in South Africa the state has not provided alternative care for thousands of children who have lost their parents to the disease, but has mostly left this up to community. The recent extension of social grants, however, attempts to redress this.

6.3.2 Social Development related international agreements and treaties which Jordan has signed

Convention on the Rights of Persons with Disabilities 2007, whose purpose is the enhancement, protection and equality of persons with disabilities with others and introducing their fundamental rights on the basis of equal opportunities for all.

6.3.3 The Jordanian National Plan of Action for Children (2004-2013) Component Three: Protecting Children in difficult circumstances

Component Three relates to protecting children from all forms of violence, neglect, physical, sexual and psychological abuse and to provide guidelines for the care of children in cases of emergencies to prompt humanitarian aid and support.

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6.3.4 National Strategy Plan for Family Protection against Domestic Violence (2005-2009)

The National Framework for Family Protection against Domestic Violence aims to strengthen partnerships and coordination among governmental and non-governmental organisations concerned with family affairs and bridge the gaps between existing programmes. It is founded on the principles of prevention and protection from family and domestic violence and provides a framework for policies, programmes, and a 5 year action plan to:

- raise awareness and sensitivity on domestic violence and its impact on family and society;
- co-ordinate service delivery;
- improve the quality and accessibility of services;
- enhance responsiveness of the legal system; and
- promote research.

6.3.5 The National Disability Strategy of the Hashemite Kingdom of Jordan (2007-2015)

The Strategy aims to make disability a high national priority through developing policies and plans including amending legislation to:

- improve the disabled persons opportunities to lead an independent, self reliant life with a healthy self image and the ability to contribute to their community and have access to decision making and leadership positions;
- change the negative stereotypes about disability;
- minimise the incidence, extent and severity of disability; and
- improve the level of services.

6.3.6 Legal Framework for social development

- Ministry of Social Development Law No.14 of 1956, and its related regulations.
- Protection against Family Violence Law No. 6 of 2008.
- Law on Disabled People Rights (No. 31 of 2007)
- Juveniles Law No. 24 of 1968 and its amendments of 2007.
- National Aid Fund Law No.36 of 1986.

The following table looks at the broader ambit of protecting the child, including registering the child as a citizen, nursery care, protecting child perpetrators of crime and child workers. As mentioned, this study focuses only on those areas which fall under the mandate of the MoSD and in particular the Handicapped Affairs programme and the Family and Protection programme.

Linking rights to legislation

The Right	Law/Policy	Areas Covered
18. Parents have the primary responsibility for the upbringing and development of the child	Regulations of Nurseries No. 52, 2005. Articles: (3, 5, 13/a, b)	Minimum conditions of nurseries Nursery teaching curriculum Caring of children age 04-years
	Regulations of Childhood Care from Birth to the age of 18 No.34. 1972. Articles: 3, 4,7,8,9	Responsibility of the alternative family in providing the child with all needed care
	Penal Code No. 16, 1960. Article No. 273/	In case of both parents being guilty of a crime and they have a child under 18, they are jailed one by one
	Childhood Institutions Licensing Regulations, 1997. Article (5)	Minimum accepted conditions of Childhood Institutions
	National Aid Fund Law No. 36, 1986. Article (7)	Cash support for poor families with financial aid and medical insurance
	Ministry of Social Development Law No. 14, 1956. Articles: (413 ,9/).	Responsibility of the Ministry to provide, finance and regulate nurseries and orphanages
	Labour Law. No. 8, 1996. Articles: (7376-).	Prohibitions of young children employment and penalties forced against such practices
23. Full and decent life for the disabled child	Jordanian Juveniles Law No. 24 of 1968 and amendments to Articles 31, 32, 33, and 34.	
	Disabled Law No. 31, 2007. Article: (4/d/2)	The disabled child has the right for rehabilitation in his family or alternative family
26. Right to benefit from social security, including social insurance	Regulations of Centers and Institutions of Disabled Persons No. 96 of 2008	
	Ministry of Social Development Law No. 14, 1956. Articles: (3), (46 ,5 ,2/).	General responsibilities of the Ministry
	Juveniles Aid Regulations No. 48, 1959. Articles: 3, 5, 6	Reasons and manner to arrest a juvenile
	Regulations of Childhood Care from Birth to the age of 18 No.34, 1972. Articles: 7, 8, 9	Ministry may request the child's parent to pay an alternative family for his/her cost of living Ministry may compensate the alternative family financially
	National Aid Fund Law No. 36, 1986. Article (7)	Supporting poor families with financial aid and medical insurance
	Aid Regulations No. 102, 1971. Article (5/a).	Orphans are included in the category for aid.
	Financial Aid Regulations No. 1, 2008 Article: (10/a).	Orphans and alternative family are included in the category for aid
Jordanian Juveniles Law No. 24 of 1968 and its amendments		

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The Right	Law/Policy	Areas Covered
27. Adequate standard of living	Regulations of Childhood Care from Birth to the age of 18 No.34, 1972. Articles: 7, 8, 9	Ministry may request the child's parent to pay an alternative family for his/her cost of living Ministry may compensate the alternative family financially
	Aid Regulations No. 102, 1971. Article (5/a).	Orphans are included in the category for aid.
	Jordanian Juveniles Law No. 24 of 1968 and amendments to Articles 31, 32, 33, and 34.	
	Juveniles Aid Regulations No. 48, 1959. Articles: 3, 5, 6	Reasons and manner to arrest a juvenile
	Financial Aid Regulations No. 1, 2008 Article: (10/a).	Orphans and alternative family are included in the category for aid
	Ministry of Social Development Law No. 14, 1956 Article (412/)	Responsibility of the Ministry to take care of housing and promote low income housing projects
	Juveniles Law No. 24, 1968 & its amendments of 2007. Article 33	Sentences for those who assist a juvenile to escape from an alternative family or the designated centre
39. Promote recovery and social reintegration of a child victim	Juveniles Law No. 24 of 1968 & its amendments, Article 33	Provisions for when a minor child needs a protection or care.
3. Best interest of the child is the primary consideration	Childhood Institutions Licensing Regulations, 1997. Article (5)	Minimum accepted conditions for licensing Childhood Institutions
	Juveniles Law No. 24, 1968 & its amendments of 2007 Articles: 26, 27, 4/ 32, 31, and 34	Protection and care of juveniles
	Regulations of Nurseries No. 52, 2005 Articles: 3, 5, 13/a, b	Standards for nurseries in the areas of safety, health, the number and suitability of their staff, as well as competent supervision
	Regulations of Childhood Care from Birth to the age of 18 No.34, 2007. Articles: 3, 4.	Responsibility of the alternative family in providing the child with all needed care Right of Ministry to inspect child care providers
	Labour Law No. 8, 1996. Articles: 67, 70, 71, 72	Rights of employed women before and after delivery
	Ministry of Social Development Law No. 14 of 1956, Articles: (4,9 ,7 ,6 ,5/ 13).	Managing rehabilitation institutions for children Provisions for financing and regulating: nurseries, orphanages, student summer camps
	Penal Code No. 16, 1960. Article No. 273/.	In case of both parents being guilty of a crime and they have a child under 18, they are jailed one by one

The Right	Law/Policy	Areas Covered
9. No separation from parents against child's will	Regulations of Childhood Care from Birth to the age of 18 No.34, 1972. Articles: 3, 13	Responsibility of the alternative family in providing the child with all needed care Parent has the right to take a child back home when conditions improve
	Penal Code No. 16, 1960. Article No. 273/.	In case of both parents guilty in any crime and they have a child under 18, they are jailed one by one
19. Protection from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation including sexual abuse	Juveniles Law No. 24, 1968 & its amendments of 2007 Article: 31	Children who require protection and care
	Ministry of Social Development Law No. 14 of 1956, Article: (411/).	Responsibility of the Ministry to stop women and children trafficking
12. Right to express views freely	The Penal Code 16, 1960. Articles: 279,2/296 ,295 ,294 ,2/290,292 ,3&2/ ,2/389 ,5/310 ,306 ,305 ,1/304 ,298 418 ,391	Provision for crimes that could be perpetrated against children
16. Protection of the law against interference or attacks	Juveniles Law 24, 1968 its amendments of 2007 Article: 31	Children who require protection and care
	The Protection from Family Violence Law 6, 2008. Articles: 3, 4	Child protection within the family
32. Protection from economic exploitation and performing hazardous work	Juveniles Law 24, 1968 its amendments of 2007 Article: 31	Children who require protection and care
	The Penalties Law 16, 1960. Articles: 389,418/	Provisions for crimes that could be perpetrated against children
	The Labour Law 8, 1996 Articles: 73,74,75,76	Rules for employing children
	The Protection from Family Violence Law 6, 2008. Articles: 3, 4	Child protection within the family
34. Protection from sexual exploitation and sexual abuse	Juveniles Law 24, 1968 its amendments of 2007 Article: 31	Provision for children who require protection and care
	The Penal Code No. 16, 1960. Articles: 279,1/304 ,298 ,295 ,294 ,2/292 ,3&2/ 306 ,305	Provision for crimes that could be perpetrated against children
	The Protection from Family Violence Law 6, 2008. Articles: 3, 4	Child protection within the family

The table above looks at the broader ambit of protecting the child, including registering the child as a citizen, nursery care, protecting child perpetrators of crime and child workers. This study focuses only on those areas which fall under the mandate of the MoSD and in particular the Handicapped Affairs programme and the Family and Protection programme.

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The Higher Council for the Affairs of Persons with Disabilities (HCAPD)

The HCAPD was established by virtue of Law No. 31 of 2007 on Disabled People's Rights. It enjoys legal personality with financial and administrative independence. The Council's president is appointed by Royal Decree, while its secretary general is appointed by a decision of the Council of Ministry. The Council is headed by his Royal Highness Prince Raed Bin Zaid and representatives from the Ministries of: Social Development, Labour, Health, Finance and Education. Members from other related formal institutions and representatives for disabled persons also form part of the committee. The Council aims to support persons with disabilities, provide them with medical equipment and rehabilitate them to integrate into local society by facilitating work opportunities and providing vocational training. The Council is funded through the General Budget. The Council also receives financial aid from local agencies and international donors.

6.3.7 Ministry of Social Development's Strategy

Vision: Society that is secure, with its pillar the family, enjoying high social services and social values that contribute to realizing economic growth and society of fairness.

Mission: Promoting the developmental social work and developing comprehensive and integrated social policies for society development, improving the living standards of its individuals, employing information and knowledge to provide distinguished social services and establishing the sustainable development process based on accountability and participation principle.

Strategic Goals (2007 – 2010)

- Upgrading the efficiency and effectiveness of social development.
- Providing and promoting social care services.
- Enhancing partnership between both public and private sectors in the field of social activities.

6.4 CRC Rights, Ministry of Social Development Programmes and Budgets

The MoSD has four programmes (excluding Administration and Support Services):

- Combating Poverty (of which 92% is dedicated to the National Aid Fund) accounts for approximately 70% of the Ministry's budget;
- Social Development accounts for 2.3% of the Ministry's budget;
- Family and Protection accounts for 6% of the Ministry's budget; and
- Handicapped Affairs accounts for 8% of the Ministry's budget.

The National Aid Fund (NAF) is an independent institution established in 1986 which supports poor families with financial aid and medical insurance. The NAF also facilitates work opportunities for individuals or families, provides vocational training for beneficiaries and supports families with disabled children. The NAF is the GoJ's major commitment to social development. However as this study was focused on analysing the General Budget Law, it did not look at the budget of the NAF.

The Social Defence Directorate (one of the thirteen directorates in the MoSD) is responsible for protecting the community and preventing crimes and delinquency in cooperation and coordination with related organisations. Such protection is based on individual rehabilitation and re-integration into the community. The Social Defence Directorate has community access points at police stations and courts.

The Social Defence Directorate consists of:

- **The Social Protection Division**, which aims to caring for and nurturing children in social protection institutions; providing health, educational, recreational, psychological and social services; preparing child-specific studies; developing and implementing programmes for women and children in the areas of health, education and psycho-social support during their stay in a shelter, and following up on their reintegration into their communities.
- **Juvenile Institutions Division**, which creates a sound environment for juvenile care through the provision of psychological and health care and training juveniles in the vocations to become self-reliant, pursue and improve the quality of their education, and enhance their adaptation into their institutions and communities.
- **The Social Services Division**, which aims to protecting children in conflict with the law placed under a temporary probation, isolating them during the period of preliminary investigation, providing children with basic and shelter services, managing individual cases, preparing individual social studies of inmates requiring service inside reform and rehabilitation centers and securing communication with their families, and assisting vulnerable communities in areas of finance and physical rehabilitation, and conducts awareness campaigns.
- **The Juvenile Delinquency Division**, which aims to administrate Social Defence Directorate Detention Centres and provide child friendly environments for children in conflict with the law with healthcare, physiological counselling, education, and vocational training.
- **The Probation Division**, which aims to rehabilitate children in conflict with the law, providing counselling to families and children themselves, as well as raising community awareness on children in conflict with the law and their reintegration into the society.
- **The Combating of Begging Division**, which aims to minimize and eliminate begging activities in streets, conduct case studies aimed at identifying the causes that leads them to begging, and rehabilitate beggars (either adults or children) to engage in society efficiently.

Ministry of Social Development Budget- JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Social Development Ministry Budget	85,144	118,508	126,051	129,981
Social Development Ministry % Total Country Budget	1.5%	1.9%	1.9%	1.9%
Proportion of Family and Protection and Handicapped Affairs dedicated to children	12.5%	10.3%	13.4%	14.6%

Source: General Budget Law 2009

CHILD BUDGET ANALYSIS

The MoSD budget increases by JOD 45 million from 2008 to 2011. The proportion of the total country's budget going to the MoSD is set at 1.9% in 2009 with no increase over the medium term.

Of the Family and Protection and Handicapped Affairs budgets, it is estimated (by ministry officials) that the proportion dedicated to child specific services is 12.5% in 2008. This proportion increases over the medium term to 14.6% in 2011. When looking at the Family and Protection budget the separation of child services from family services is entirely artificial, in the same way that separating maternal health services from child health services is.

Comparative spending

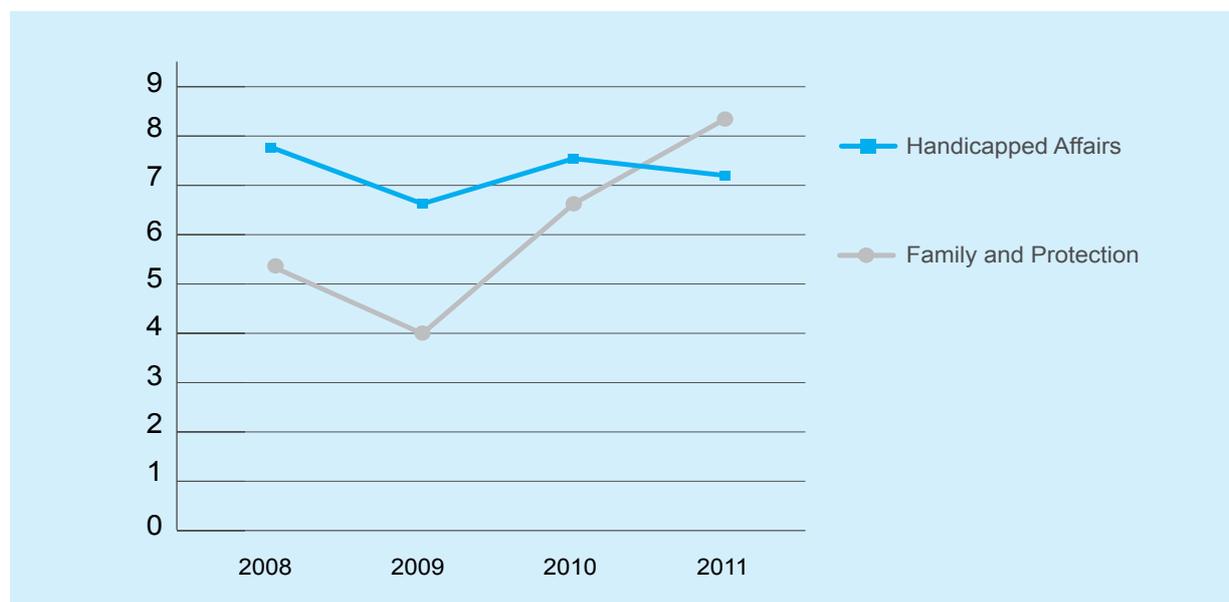
It would be misleading to include any international comparison on social development. As has been explained, the major budget allocation of the GoJ is to Combating Poverty through the NAF. An international comparison would thus need to look at the detail of how poverty alleviation funds are utilised to make any meaningful comparison.

Child allocations by programme as a % of total Ministry Budget

Programme	Major CRC Right	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Handicapped Affairs	23. The disabled child will have special care	7.3%	6.3%	7.1%	6.8%
Family and Protection	Promote recovery & social reintegration of a child victim	5.2%	4.0%	6.3%	7.8%

Source: General Budget Law 2009

The graph below depicts the percentage allocations to children of the two programmes in the Ministry of Social Development for the four year period.



The proportion of children's spending on the disabled child decreases from 7.3% to 6.8% from 2008 to 2011. This raises questions as to whether the MoSD has the ability to fulfil the rights of disabled children. (During the period 2007–2010, six centers have been established and equipped by Royal Decree at the expense of the Royal Hashemite Court. Five autism centers have been furnished and a bus has been purchased at HCAPD expense. UNICEF/ NCFA (2007)²⁶ reports that human resources and equipment such as physical aids, physiotherapy, play activities, education, healthcare, family counselling, skill training and referral at the centres serving children with disabilities were often insufficient. The proportion going to Family and Protection decreases in 2009 to 4.0% of spending and then increases to 7.8% in 2011.

6.4.1 Handicapped Affairs Programme

The MoSD provides disabled persons with training, rehabilitation and housing services through its centres. It is also responsible for integrating the disabled into the community through practicing vocational activities. Mentally disabled children with serious physical or developmental problems are part of programmes and centers run by the MoSD. Children with audio or visual disabilities or mild behavioral or learning disabilities are provided with social services by the MoSD; health care by MoH; and education services by the MoE through special schools and well customized programmes supported by skilled teachers.

Budget for Handicapped Affairs* - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	6,216	7,438	8,979	8,869
Nominal % growth		19.7%	20.7%	-1.2%
Real % growth		17.3%	18.4%	-3.2%

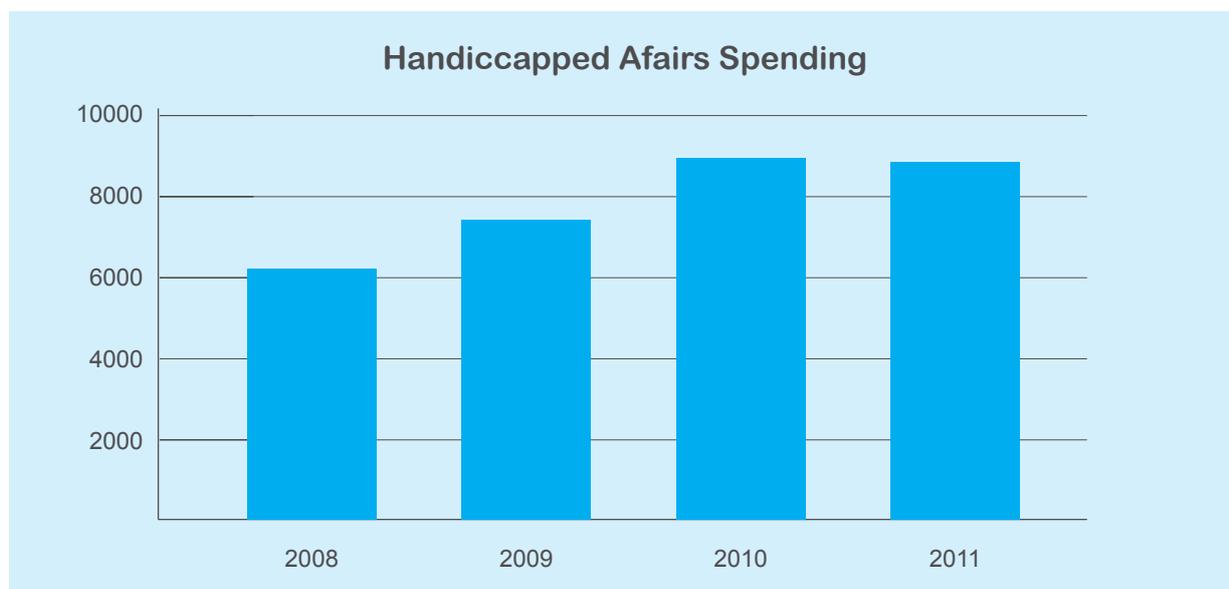
* The MoSD estimate the child proportion of the total budget to be 90%.
Source: General Budget Law 2009

Trends in Handicapped Affairs spending

The child budget for Handicapped Affairs increases by JOD 2.6 million between 2008 and 2011. The 2008 and 2009 budgets include an injection of capital expenditure to improve existing facilities and construct new facilities.

26 UNICEF/ NCFA (2007), Children in Jordan Situation Analysis 20062007/, Jordan Country Office.

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Challenges stated by ministry officials

- Lack of qualified staff in specific areas
- Lack of financial resources
- Inability to provide sufficient support for disabled children associations

Handicapped Affairs Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
23. The disabled child will have special care	Average handicapped people benefiting from social care centres	1,060	-	1,310	1,460	1,560

Source: General Budget Law 2009

UNICEF/ NCFA (2007)²⁷ reports that centres for the disabled seem to be evenly distributed throughout the country proportional to the population, though 5 governorates including Madaba and Tafilah had a higher proportion of centres to population than Amman. However, Amman is the only place where facilities exist to address all disabilities. The Ministry is attempting to improve existing facilities with capital projects for establishing new handicapped centres in: Dhleil; Salehia; Rwished; Qwira; Ein Al-Basha; and building of an additional floor at the rehabilitation center in Karak.

Funding is also allocated to the centre for multi-disabilities Beit Al-amal/Rusaifeh; Kora Center for Special Education; the Al-Manar Centre for Intellectual Development in Sahab and Qatraneh; Qatraneh and Prince Hassan projects for early diagnosis. Increasing the geographic spread of services for the disabled is a step toward fulfilling CRC23. The MoSD is further attempting to rectify limited access of provision of services for the disabled through sponsoring family-based,

27 UNICEF/ NCFA (2007), Children in Jordan Situation Analysis 20062007/, Jordan Country Office.

NGO and private sector programmes.

6.4.2 Family and Protection Programme

Budget for Family and Protection* - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	4,418	4,793	7,918	10,107
Nominal % growth		8.5%	65.2%	27.7%
Real % growth		6.4%	62.0%	25.1%

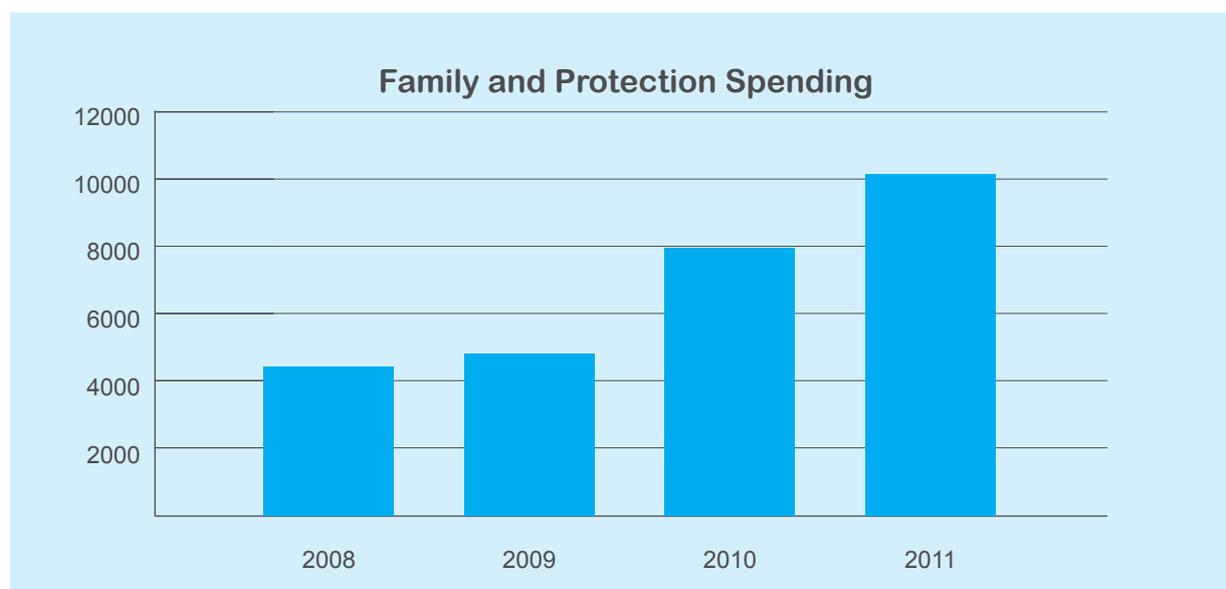
* The MoSD estimate the child proportion of current expenditure as 90% while capital expenditure is accurately determined by projects.
Source: General Budget Law 2009

Trends in Family and Protection Spending

The child budget for the Family and Protection Programme increases by JOD 5.7 million between 2008 and 2011. The large nominal growth rate of 65.2% in 2010 is for capital projects.

The capital budget of the Family and Protection Programme includes establishing:

- Dar Al-Hanan Building
- The Girls' Welfare Home / Russeifah — Construction will be completed before the end of the year
- An additional floor has been added to the Juvenile Welfare Centre in Russeifah during 2008
- Project for establishing a center for the education and rehabilitation of convicted juveniles (no budget)
- Day club for elderly from both sexes
- Family Guidance Centre



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Family and Protection indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
CRC 27-right to an adequate standard of living	Number of children benefiting from social care centres			3350	3400	3500
CRC 27-right to an adequate standard of living	The average number of beneficiaries from orphan care centres			800	730	650

Source: General Budget Law 2009

Challenges stated by ministry officials

- Public awareness for protecting the unity of the Jordanian family
- The Family and Protection Programme is the main provider for multiple child rights.
- Lack of financial resources to run the new centres activities
- Increasing need for supporting new protection centres around the country with skilled employees

6.5 Observations and comments

6.5.1 Issues relating to juvenile justice

New Juvenile Justice Law

Although Juvenile Justice does not fall under the mandate of the Family and Protection Programme of the MoSD, there have been some recent developments in Jordan which make it an interesting Child Rights area to monitor. There are global efforts to ensure that the rights of juvenile offenders are fulfilled. The UN has developed the following guidelines and rules relating to Juvenile Justice which provide detail on these rights:

- Guidelines for the prevention of Juvenile Delinquency: the 'Riyadh Guidelines'
- Minimum Rules for the Administration of Juvenile Justice: the 'Beijing Rules'
- Rules for the protection of Juveniles deprived of their liberty: the JDLs
- Guidelines on the administration of Juvenile Justice: the 'Vienna Guidelines', ECOSOC Resolution 1997/30
- Guidelines on Capital Justice in Matters Involving Child Victims and Witnesses Of Crimes, ECOSOC Resolution 2005/20

In Jordan, UNICEF and UNODC are working with the MoSD to draft a new Juvenile Justice Bill that will introduce a progressive approach to juvenile justice with new approaches and alternative measures to deal with perpetrators. The Interagency Panel on Juvenile Justice (IPJJ) have set indicators for juvenile justice and UNICEF, together with MoSD and FPD, is establishing a measurement system.

6.5.2 Issues relating to the disabled

Discussion Box: A full and decent life for the disabled

Travelling in cities in the United Kingdom (UK) and Nordic countries can lead the visitor to conclude that the prevalence of disabled persons is very high. There appear to be many more wheelchairs, white sticks and crutches on the streets than is observed in developing and middle income countries (with the exception of countries who were slow implementing polio programmes with the resultant physically challenged beggars on tri-cycles; crutches or trolleys at traffic lights and public places). It seems unlikely that the UK and Nordic countries have a higher prevalence of disabled persons and their higher visibility is more likely to be the result of the provision of access and services as well as the gradual change in attitude to the disabled. A severely disabled child in the UK can expect a full time personal carer paid for by the borough council who will feed, clothe and exercise the child. In addition social services will arrange access (including transport) to rehabilitation services.

In Trafalgar Square, London a statue has been erected of a woman born without limbs. Far from hiding away the disabled this statue symbolizes the shift to recognise and exemplify the possibility that there may be beauty in the disabled and not shame and embarrassment.

The starting point toward the fulfilment of CRC23 is not the provision of centres and social services; it is the change in societal attitude. The High Level Media Advisory Committee established by the MoSD, NCFA and the MoSD Community Awareness Programme are important initiatives in this regard. The upgrading of the care and learning centres for the disabled, as well as the provision of transport and specialized rehabilitation programmes, is an area which needs scrutiny in future child budget studies.

6.5.3 Issues relating to poverty alleviation for children

If a budget analysis was conducted on child poverty in Jordan, the CRC could be used as the starting point to analysing child poverty. The IDASA Child Budget Analysis (2004)²⁸ used this approach, although their focus was more on constitutional rights. They focused the study on vulnerable groups and in addition to providing an overall perspective they looked specifically at the Primary School Feeding Scheme; Mother to Child HIV Transmission Programme; and Child Support Grants.

A study of child poverty in Jordan would use the same central hypothesis of the Jordan 2009 CBA and follow the same line of questions, focusing on poverty. Having signed the CRC and having made promises to its children about their standard of living in the Jordan Constitution:

- Every child has the right to a standard of living adequate for their physical, mental, spiritual, moral and social development (CRC27);
- The GoJ promise to make sure all appropriate legislative, administrative, and other measures are in place for the implementation of the CRC and also promise to fulfill the economic rights of the child to the maximum extent of their available resources (CRC3);

28 Streak, J and Coetzee, E. (2004), Monitoring child socio-economic rights in South Africa: achievements and challenges, IDASA, Cape Town.

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- Providing an adequate standard of living for the child is primarily the responsibility of the parent. If necessary, the GoJ promises to assist parents particularly with regard to nutrition, clothing and housing;
- Constitutionally, the only socio-economic promise the GoJ makes is to do all that is possible, (within the resources available) to ensure work for all its citizens.

The focus of a CBA on child poverty would therefore focus on looking at whether the GoJ is making the maximum effort, within its resources, to ensure that all children enjoy an adequate standard of living.

A recent unpublished study commissioned by UNICEF²⁹ on the social safety net in Jordan looks at the extent of child poverty and the programmes to alleviate it. The study identifies that:

- 13% of Jordan's citizens live below the poverty line;
- there are poverty pockets throughout Jordan and extreme poverty has increased in Karak, Tafilah, Aljoun & Aqaba; and
- while Jordan had a 6.5% average economic growth (2003-2007), the decrease in overall poverty (2002-2006) was only 2.4%. The relatively high fertility rate (3.1 in 2007)³⁰ (world average 2.6) contributes, amongst other factors, to slowing down the decrease in poverty levels. This is shown in the statistics of the number of members in a household. The average number of members in a household is 5.3. Household size is slightly smaller in urban areas (5.2) than in rural areas (5.7). Ten percent of households, on average, are composed of nine or more persons. The figure is higher in rural areas (16 percent) than in urban areas (9 percent). Ten percent of households in urban areas are headed by females, compared with 11 percent in rural areas³¹.

These statistics indicate that there are children in Jordan who are not having their right to an adequate standard of living met. The same study undertakes the next step of asking whether the various poverty alleviation programmes are effective and by doing this looks at whether the GoJ is making the maximum effort, within the resources they have, to fulfill their duties. The findings of their study identify both the successes and failures and make recommendations on improvements.

A United Kingdom based Overseas Development Institute (ODI) paper³² looks at how the current economic slowdown in the world might impact on children. Their findings conclude that there is evidence that globally a 1% decrease in per capita GDP directly leads to an increase

29 Envision Consulting Group (2009), Analysis of Anti-Poverty Programmes in Jordan, study commissioned by UNICEF Jordan.

30 UNICEF (2008) State of the World's Children 2009. New York.

31 Department of Statistics (2008), Jordan Population and Family Health Survey 2007, Amman, Jordan.

32 Harper, C, et al (2009), Children in times of economic crisis: Past lessons, future policies, ODI Background Note, March 2009.

of between 17-44 infants dying. Children leave school to seek employment and there will be a reduction in the level of provision and quality of social services. The economic slowdown may lead to less families being willing to take children in under ‘Kafala’ arrangements. In Jordan the number of children falling under ‘Kafala’ is limited; however the majority of children in institutions are from broken families, so there is a need to look at supporting extended families to care for these children. Financial assistance from the state is often inadequate to cover all costs and families struggling to provide for their own children are less likely to want to care for others. The Child Welfare Association in South Africa reports a 40% decrease in the number of families coming forward as potential adopters since 2007³³.

The Minister of Finance in Jordan expects domestic revenue to drop by 11% and foreign grants to drop by 39% leading to a drop in total revenue of 14.3% and a fall of total expenditure by 6%³⁴. The ODI paper identifies that some foreign aid commitment will not be met and that remittances will decrease.

6.5.4 Issues relating to regional spending

Per capita expenditure for Child Social Development³⁵

	Handicapped Affairs		Family and Protection	
	Per capita	% Gov. prog	Per capita	% Gov. prog
National Centre		9.09%		35.58%
Amman	20.76	3.90%	0.90	18.76%
Madaba	68.14	0.89%	0.48	0.70%
Irbid	23.82	2.22%	2.86	29.55%
Ma'an	53.42	0.55%	1.14	1.30%
Zarqa'	186.73	14.72%	0.86	7.55%
Balqa'	17.46	0.61%	0.32	1.23%
Aqaba	1248.81	14.28%	0.34	0.43%
Jarrash	220.16	3.72%	0.63	1.19%
Ajloun	37.6	0.48%	0.58	0.82%
Tafeileh	1050.88	8.37%	0.57	0.50%
Karak	256.66	5.11%	0.83	1.83%
Mafrq	1375.57	36.07%	0.20	0.57%

Source: Department of Budget/Ministry of Finance, General Budget Law Computerized System and Jordanian Department of Statistics

33 Parker, F. (2009), Adoption down, abandonment up, Mail and Guardian, June 26 to July 2, 2009

34 Fanek, F. (2009), Budget revenues and expenditures revised down. Jordan Times, 18 May 2009

35 The per capita share for the Handicapped Affairs programme is based upon the disability cases which constitute about 1.27% of the total child population. The per capita share for the Family and Protection programme is based upon the total child population. This method is applied for each governorate. The full Governorate population figures and budget allocations that these calculations are based on can be found in Annex 3.

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The differences in per capita expenditure on the disabled child are significant. The range varies from a low of JOD 17.46 in Balqa, the fourth most populated governorate, to JOD 1375.57 in Mafraq. In addition Mafraq, which has about 5% of Jordan's child population, receives the largest proportional share of the programme budget (36%). This is almost ten times higher than the most populated area, Amman, which receives 3.9% of the programme budget. This analysis relates specifically to 2008 due to the implementation of a capital project in Mafraq. Over the MTEF, the analysis reflects that per capita expenditure in Mafraq will decrease to JOD 474 while its proportional share of the programme budget is 9%.

The pattern is slightly more predictable in the Family and Protection programme with the 2nd most populated area Irbid receiving about 30% of the Family and Protection child budget, followed by Amman (19%) and Zarqa (7.5%) and the lowest share going to Aqaba (0.43%).

People interviewed:

Person	Position	Date
Amjad Al-Attar	Ministry Consultant	June 28, 2009
Mohammed Kharabsheh	Manager/Social Defence Directorate	March 15, 2009
Fawzia Al-Sabe'	Manager/Disabled Persons Directorate	March 17, 2009
Saleh Al-Armuti	Head of movement disabilities	March 17, 2009
Naif Haloush	Analyst/Budget Directorate	March 15, 2009
Mohammed Othman	Manager/Financial Affairs Directorate	March 16, 2009

7. Ministry of Labour

7.1 Understanding a child's right in relation to labour

When analysing the issues relating to children working and to their right to be protected from being subjected to harmful labour practices, a starting point is to remember that CRC1 defines a child as all persons up to the age of 18 years old. The second point of departure is to be clear that the CRC does not forbid child labour; it sets down conditions which the state needs to implement to protect children from harmful labour practices.

CRC32 places a duty on the state to:

- protect the child from economic exploitation;
- protect the child from performing hazardous work;
- protect the child from work that will interfere with a child's education;
- protect the child from work that is harmful to their health;
- protect the child from work that is harmful to their development (physical, mental, spiritual, moral or social);
- set a minimum age for starting work;
- set the number of hours and conditions of employment; and
- set penalties and sanctions on those parties exploiting the child.

By agreeing to enforce the conditions stipulated in CRC32, the state will give the child a better chance to fulfil:

CRC28: the right to education

CRC31: the right to leisure

CRC 36: protection from all forms of exploitation

Once the state has set a minimum age for starting work (in Jordan this is 16) it implies that the right of the child under 16 is not to work at all. In essence, there are two separate rights:

- Children between the age of 0-16 have the right not to be required to work; and
- Children between the ages of 16-18 have the right to work and the entitlement right to be protected by the country's labour legislation.

CRC32 implies that a family living in absolute poverty should not require their child to work. On the one hand this can be understood because throughout history it is the children of the poor who were the most vulnerable, as they were forced into unacceptable working arrangements to help put bread on the family table. In addition they had fewer rights than their wealthy neighbours who had ample time to fulfil their rights to leisure and self development. However, if a family is unable to survive and to access food, water and shelter, the rights to leisure and self development

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are meaningless. Jordan's NAF aims to support poor families with financial aid so as to make it possible for children not to have to work to support their family.

Children under the age of 16 should not work. A Ministry of Labour (MoL) study indicated that 80% of children between the ages of 5-17 who are working, are doing so by free will and are happy to work³⁶. This does not indicate whether their work is casual and part-time allowing them still to attend school, or formal labour. If a child under the age of 16 chooses to work, should they be allowed to? The CRC and supporting international treaties, as well as Jordan's law is clear: no they should not. They should be protected from the forces in society that pressurise them into the labour market and adults should protect children by not allowing them to work, so that they stand a higher chance of having their CRC Rights fulfilled.

7.2 The CRC Labour Rights

The Right from the CRC	Specific CRC Aspects
Entitlement Rights	
32. Protection from economic exploitation and from performing any work that is hazardous.	CRC definition of hazardous: <ul style="list-style-type: none"> · interfere with the child's education · harmful to the child's: <ul style="list-style-type: none"> · health · physical development · mental development · spiritual development · moral development · social development
28. Right to education	Compulsory free primary education for all. Access to general and vocational secondary education Access to educational and vocational information and guidance Regular school attendance & reduce dropout
31. Right to rest, leisure and play	
36. Protection from exploitation prejudicial the child's welfare	
Access Rights	
32. Legislative, administrative, social & educational measures taking into account international instruments	Legislate and enforce a minimum age for employment Regulation of hours and conditions

³⁶ UNICEF/ NCFA (2007), Children in Jordan Situation Analysis 20062007/, Jordan Country Office.

CRC32 and CRC28 are two strong pillars in the rights of the child. Read together with the Constitution and laws of Jordan, they imply:

- children aged 6-16 are legally required to attend school (this is the standard age group for basic education);
- children aged 0-16 are forbidden from working.

CRC32 and CRC28 have a strong emphasis on the duty of the adult who, directly or indirectly, is responsible for a child. The adult's duty is to ensure that a child under 16 does not work and is not placed in a situation where working is their only option for survival. Secondly, the adult has a duty to keep that same child in school. There are therefore four areas of involvement by government. The state should:

- do all they can to ensure that economic circumstances do not create a situation which allows families to believe they have to send their child to work;
- educate and support families to send their child to school for at least 10 years until they have finished basic education;
- punish adults who keep children out of school; and
- disallow any adults to employ children under the age of 16 years.

In addition, if CRC32 and CRC28 are to be fulfilled this implies that responsible parties must ensure that the child attends school, when in some circumstances this is not the child's choice. The responsible parties do this as they deem it to be in the child's best interest. CRC32 and CRC28 (and the country's laws which support them) entitle parents and the state to make sure a child attends school and does not work.

7.3 The Constitutional and legal framework for labour

7.3.1 Constitutional rights to labour

Article 6(ii) of the Constitution of Jordan states that all Jordanians have the right to work and the right to education. Therefore the 16-18 year old child has the right to expect work opportunities, and to expect the state will do all it can to ensure that those opportunities are available. Article 23 of the Constitution of Jordan states that:

- Work is the right of every citizen, and the State shall provide opportunities for work to all citizens by directing the national economy and raising its standards.
- The State shall protect labour and enact legislation for fair labour practices.
 - Special compensation shall be given to workers supporting families
 - Special conditions shall be made for the employment of women and children

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South African comparison

Article 28(1)(f) of the Constitution of South Africa states that:

‘Every child has the right not to be required or permitted to perform work.’

This statement is unambiguous. It states clearly that it is illegal for a child to work. The second part of the Article states that every child has the right not to provide services inappropriate to their age or which in any way risk their development. This clause addresses the issue of families and community groups requiring the child to perform unpaid work. It is permissible but only if it is not inappropriate to their age and does not harm their development.

7.3.2 Labour related children rights in international agreements and treaties which Jordan has signed

International Labour Organization Conventions (ILO)

- Minimum Age Convention 138, 1973.
- Worst Forms of Child Labour Convention 182, 1999.
- International Labour Organization (ILO) Conventions No's:29,81,117,123,124,142: Regulating juveniles' employment in different sectors

International Covenant on Economic, Social and Cultural Rights (ICESCR) Article 10

The covenant promotes:

- protection from economic and social exploitation;
- protection from harmful work;
- setting of the minimum legal age for child labour.

7.3.3 The Jordanian National Plan of Action for Children (2004 – 2013): Child Labour

The NPA aims to:

- eliminate the worst forms of child labour by end 2013, and decrease the number of child labourers under the age of 16 years;
- rehabilitate and reintegrate working children in schools and secure their rights to free primary education and appropriate vocational training;
- conduct studies to better understand the scope of child labour in Jordan, especially those working in hazardous jobs. Studies should focus on the magnitude, geographical allocation, patterns, reasons and consequences;
- offer alternatives for increasing the income of families of children who work;
- develop national legislation that is in harmony with international conventions on the prevention of child labour, and ILO convention No. 182 on the prevention of the worst forms of child labour;
- raise awareness on the issues of children labour and its negative effects on the child's physical and psychological development.

7.3.4 Legal Framework for Labour

Labour Law No.8 of 1996 and related regulations.

Linking rights to legislation

The Right	Law/Policy	Areas Covered
32. Protection from economic exploitation and performing hazardous work	Labour Law. No. 8, 1996.	Minimum age to enter work is 16. 1618- year olds are prohibited from hazardous labour 1618- year olds may not work more than 6 hours per day 1618- year olds may not work between 8pm and 6am
	Non-Jordanian house labour regulations published by-law No.3, 2006. Article 6/a	Prohibited employment of house labour under the age of 18

7.3.5 Ministry of Labour’s Strategy

Vision: Reaching the optimal employment level in the Jordanian labour market and organizing labour affairs through improving and enforcing its legislations in accordance with the best international standards and practices.

Mission: Contribute to increasing the economic participation rate by preparing and employing the labour force and providing social protection and organizing the Jordanian labour market.

The major MoL services in combating child labour include:

- field inspections and follow ups of child labour cases;
- running rehabilitation centres;
- education and awareness campaigns including , the ILO “Scream” programme;
- establishing a database of statistics and trends in child labour; and
- monitoring the implementation of related articles, laws and conventions.

7.4 CRC Rights, Ministry of Labour Programmes and Budgets

The Ministry of Labour (MoL) is responsible for preventing unlawful child labour as well as providing vocational training opportunities. The MoL budget for 2008 – 2011 is given in the table below.

Ministry of Labour Budget - JOD ‘000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Labour Ministry Budget	15,025	19,787	18,588	19,309
Labour Ministry % Total Country Budget	0.26%	0.32%	0.29%	0.28%
Child Programmes % Ministry Budget	9.8%	9.9%	10.5%	10.1%

Source: General Budget Law 2009

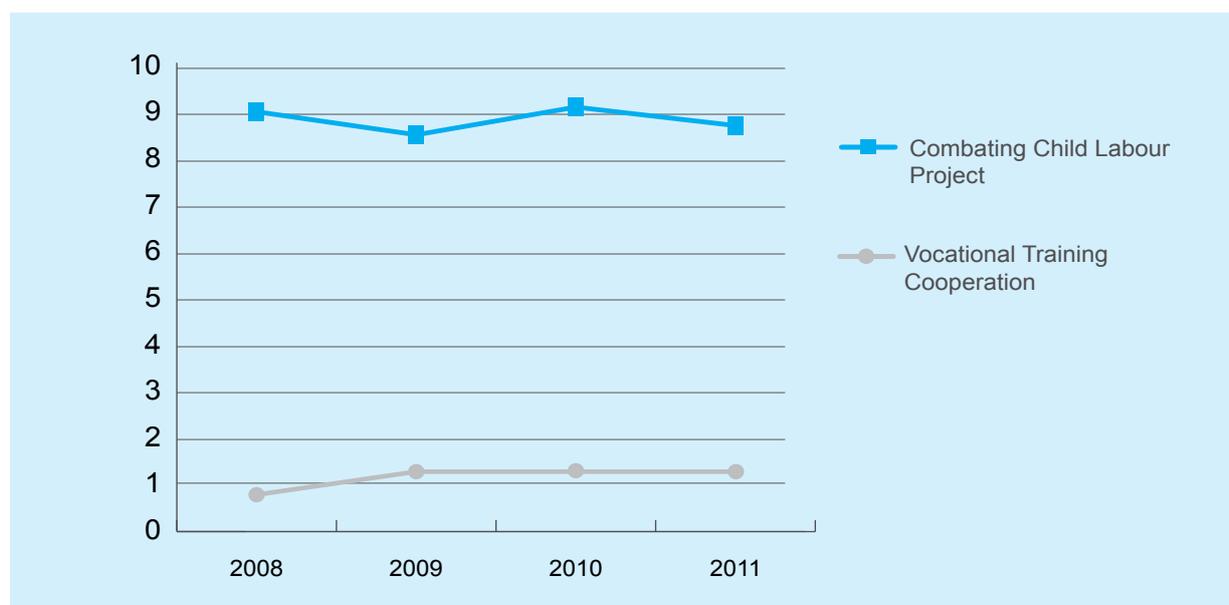
CHILD BUDGET ANALYSIS

The MoL budget increases by JOD 4 million from 2008 to 2011. The proportion of the total country's budget going to labour, however, remains fairly constant at an average of 0.29% over the period. The child-related proportion of the MoL budget is approximately 10%. This is made up of allocations to the "Combating Child Labour" project and allocations to the Vocational Training Corporation for training of children between the ages of 16 – 18.

Programme	Major CRC Right	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Combating Child Labour Project	32. Protection from economic exploitation	0.8%	1.3%	1.3%	1.3%
Children Budget of Vocational Training Cooperation allocations	28 Access to general and vocational secondary education	9.1%	8.6%	9.2%	8.8%

Child allocations by programme as a % of total Ministry Budget
 Source: General Budget Law 2009

The graph below depicts the percentage allocations to children of the two programmes affecting children in the Ministry of Labour for the four year period.



The proportion of the ministry's budget allocated to combating child labour increases slightly from 0.8% in 2008 to 1.3% in 2009 then remains at the same level from 2009-2011.

The proportion of the ministry's budget allocated to vocational training remains fairly constant at approximately 9% over the medium term.

7.4.1 Combating Child Labour Project

The Combating Child Labour project was founded in 2003 with the support of the International Labour Organization (ILO). The aim of the project is to enhance efforts to eliminate the worst type of child labour practices, in particular, as well as to eliminate child labour in general in Jordan.

Budget for Combating Child Labour Project - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Project budget	118	250	250	250
Nominal % growth		111.9%	0.0%	0.0%
Real % growth		107.7%	-1.96%	-1.96%

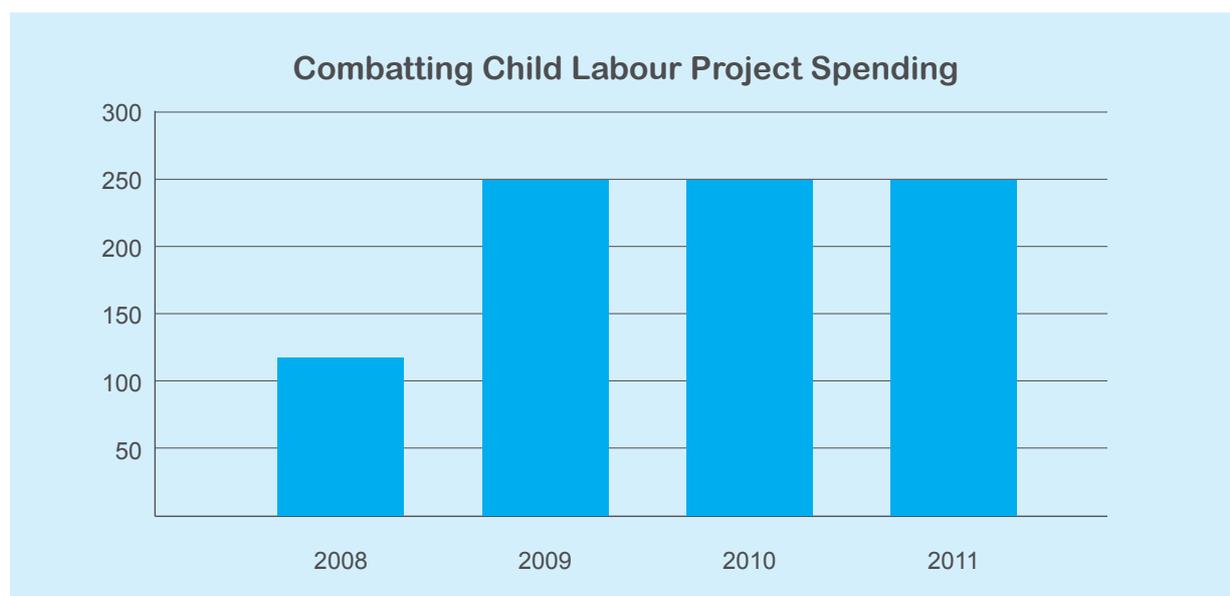
Source: General Budget Law 2009

Trends in Combating Child Labour Project Spending

The allocation to combating child labour more than doubles from 2008 to 2009. The growth was due to an increase in inspection activities and specialised programmes. From 2009 onwards the project's budget declines in real terms annually by -1.96%.

The budget decrease raises the concern that the Child Labour Project activities in 2010 may not accommodate the additional pressure for children to work during the current global economic slowdown. Globally and especially in developing countries, research has identified that during economic slowdowns poor families often require their children to work to provide income for the family.

Although data on the trends of child labour were not included in this study, the MoL reported that in the first half of 2008, 2,539 cases were investigated and approximately 500 cases referred to rehabilitation programmes.



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Challenges stated by ministry officials

- Insufficient inspection activities
- The necessity to enhance concerned parties efforts in combating child labour
- Combating Child Labour Indicators

CRC Right	Indicators	Target 2008	1st self evaluation 2008	Target		
				2009	2010	2011
32. Protection from economic exploitation	Number of children working in the local market	32,676	32,676	30,000	29,000	28,000

Source: General Budget Law 2009

7.4.2 Vocational Training Corporation

The MoL provides funding to the Vocational Training Corporation (VTC) through its Training and Employment Programme. It is, however, not the only support of funding for the VTC. The corporation provides vocational training opportunities for technicians as well as upgrading non-academic vocational training levels and various areas of specialisation. It also aims to match vocational training to meet labour market needs.

Vocational Training Corporation Indicators for 2007

Category	Total
Number of trainees	11,248
Number of graduates	8,182
Number of employees	1,527
Number of new trainees	11,528

Source: VTC Annual Report 2007

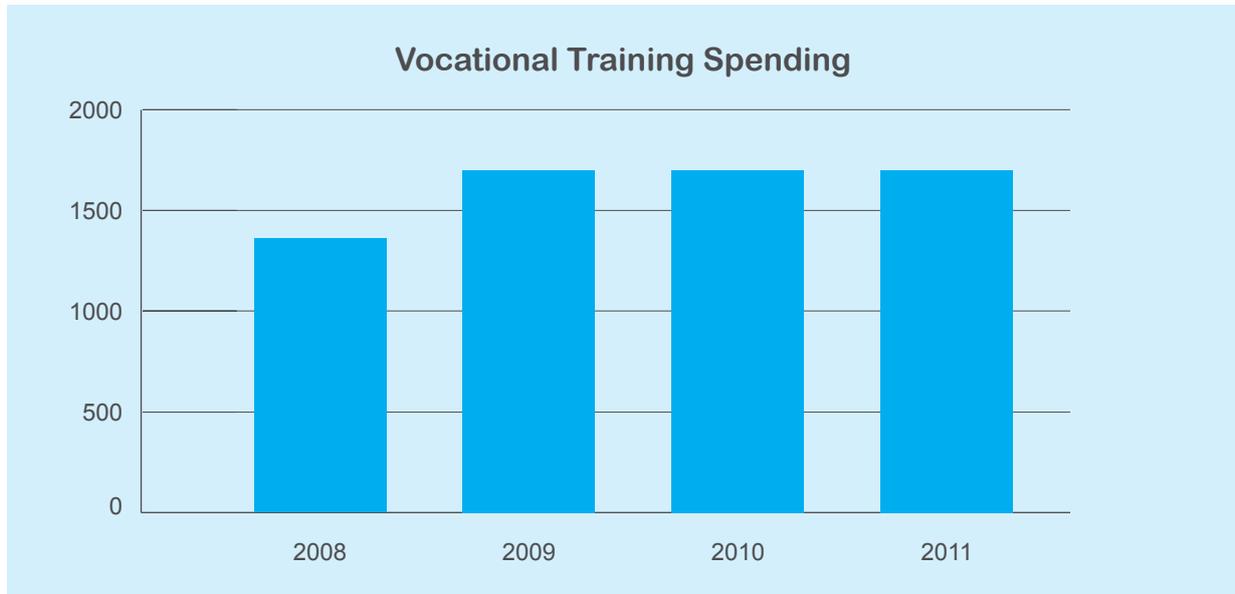
Children's Budget for Vocational Training - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Programme budget	1,360	1,700	1,700	1,700
Nominal % growth		25.0%	0.0%	0.0%
Real % growth		22.6%	-1.96%	-1.96%

Source: General Budget Law 2009

Trends in Vocational Training Spending

Approximately 53.2% of the MoL budget is allocated to the VTC. Of this amount, 9% serves children between the ages of 16 – 18, who constitute about 17% of the total beneficiaries. The Ministry of Education contributes considerably more to VTC as illustrated below (the figures are only for the child portion of the budget).



Ministry of Education budget for Vocational Training - JOD '000

2008 Estimate	2009 Budget	2010 Budget	2011 Budget
16,544	18,929	19,595	19,922

Source: General Budget Law 2009

The children's budget for vocational training increases in real terms by 22.6% from 2008 to 2009. After this significant growth the allocation remains constant implying negative real growth of 2% (-1,96%) in both 2010 and 2011. Once again this raises questions about whether the allocation for children between the ages of 16 – 18 is sufficient.

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7.5 Observations and comments

7.5.1 Issues relating to the per capita expenditure

Per capita expenditure for Child Labour³⁷

	Household Median Higher Education attainment	% of governorate population in lowest 2 wealth quintiles	% of total child population	Per capita cost	% of Programme Budget distributed to Governorate
National Centre					21.00%
Amman	24.2	27.5%	36.5%	0.03	21.00%
Irbid	19.6	46.3%	18.4%	0.08	17.00%
Zarqa	16.8	38.6%	15.1%	0.06	15.00%
Balqa	19.9	46.5%	6.8%	0.00	0.00%
Mafrq	11.4	64.0%	5.1%	0.00	0.00%
Karak	17.4	52.3%	3.9%	0.19	11.00%
Jarrash	17.8	61.8%	3.3%	0.29	15.00%
Madaba	19.3	51.1%	2.6%	0.00	0.00%
Ajloun	15.2	57.9%	2.5%	0.00	0.00%
Aqaba	15.5	41.0%	2.2%	0.00	0.00%
Ma'an	14.5	55.8%	2.0%	0.00	0.00%
Tafeileh	13.3	56.4%	1.6%	0.00	0.00%

Source: Household Survey 2008 and General Budget Law 2009

Of the Child Labour budget, 21% goes to the National Centre, which is for administrative and inspection expenditures in addition to purchasing equipment and materials to cover all governorates. The MoL allocates funds for combating Child Labour directly to five highly populated governorates which offer rehabilitation services through vocational training centres. These governorates include Amman, Irbid, Zarqa; Karak and Jerrash. The seven remaining governorates are financially supported through the National Centre allocation.

Of the Governorates with between 40-60% of households in the lowest wealth quintiles, only Irbid, which is a populated urban area, receives MoL funds for the Child Labour Project. The bulk of MoL Child Labour allocation goes to Irbid (17%) and Amman (21%) with the other beneficiaries including Zarqa (15%); Karak (11%) and Jerash (15%).

One of the implications of children entering the labour force is that it contributes to lower levels of education attainment.

³⁷ The per capita expenditure for child labour is based on children age 517- for each governorate. The full Governorate population figures and budget allocations that these calculations are based on can be found in Annex 3.

On average most households in all governorates in Jordan have a 30% median secondary education attainment. Households in Amman have the highest median higher educational attainment (29% have achieved secondary education). Households in Madaba, Irbid and Balqa have a higher education attainment of approximately 20%, with Zarqa, Jerrash, Aljoun, Karak and Aqaba falling in the 15-18% range and Maan, Tafeilah and Mafrq falling below 15%. If the above two indicators (higher education attainment and wealth levels) are combined there is no consistent correlation.

7.5.2 The extent of the Child Labour Problem in Jordan

The Department of Statistics through its National Survey of Child Labour (2007/2008) estimates that approximately 30 000 children under the age of 17 are employed. This would amount to less than 1% of the population of that age group. However, the real level of child labour may be higher due to the predominance of child labour in the informal sector, which is difficult to measure. Work in the urban informal sector, seasonal agriculture, street work, and domestic labour are of particular concern. Gender inequality affecting the enrolment of girls in school is also an important issue influencing child labour.

The Child Labour incidence in Jordan is favourable compared with the average for Arab States at 15%, Sub-Saharan Africa at 26.4%, Asia at 18.8% and Latin America at 5.1%³⁸.

Labour Rights statistics

Labour Right		
No child u/16 will work	Total number of working children u/17	32,676
No u/18 will do hazardous work	Categories of work (despite recent changes in the law these ILO statistics exclude girls working in homes and boys at farms in Al-ghour)	
	Vehicle Maintenance	36%
	Farming and hunting	27%
	Hotels and Restaurants	4%
No child working for +6 hrs per day.	Average weekly working hours	42h
No child working from 20h00p.m. to 06h00	Percentage children working day time	56%
	Percentage children working day & night	13%
32. Protection from economic exploitation	Average monthly salary for a working child	JOD 81.

38 International Labour Organisation statistics and database www.ilo.org/global

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28. Compulsory free primary education for all.	GER 20078/	99%
	Percentage of working children at Basic Level	30%
	Percentage of working children who do not go to school	57.5%
28 Access to general and vocational secondary education	Percentage of working children between 10-17 who joined vocational programme	4%
Basic information on working children		
	Percentage of working children not from Jordan	9%
	Percentage of working children males	89%
	Percentage of working between 511-	10%
	Percentage in urban areas	78.8%
	Percentage of working children in Amman	32.4%

Source: Department of Statistics/ Child Labour National Survey (2007/2008)

People interviewed:

Person	Position	Date
Imran Al-Sheikh	Financial and Administrative Manager	March 31, 2009
Adnan Rabab'ah	Director/Labour and Inspection Directorate	July 26, 2009
Ghada Darawsheh	Combating Child Labour Project Officer	July 26, 2009

8. Conclusions, Observation and Recommendations

8.1 Overarching observation from the Jordan 2009 CBA

The observations of the study are not head-line grabbing revelations. Jordan is a lower middle-income country with a strong commitment to human and child rights. Jordan has a strong religious and social fabric and is a country at peace. Within this context, gaps do exist in terms of fulfilling the rights of all children of Jordan. In observing where gaps exist, this report does not offer recommendations on how to resolve them. This was never the intention of the study. The recommendations are limited to suggestions for tracking certain issues in future child rights analysis studies, and ongoing child rights monitoring, which will be part of the 2nd phase long term Child Budget Engagement Strategy.

The Overarching observations made in this study are that Jordan has a high profile commitment to human and child rights, which is promoted by the Royal Family; ratified in international child rights treaties and protocols; included in their Jordanian National Plan of Action for Children 2004-2013; and embodied in a comprehensive legal and policy framework. In addition Jordan has made impressive progress in many child rights indicators over the last ten years. However gaps do exist in the fulfilment of all children's rights. Before looking at the concluding observations and recommendations of the Jordan 2009 CBA, it may be useful to repeat the purpose of the study.

The study analysed budget allocations in Budget Law 2009 at a Ministry and programme level. This was done as part of the first phase of a Child Budget Engagement Strategy to:

- Build a partnership between the government of Jordan and civil society in promoting Child Rights in Jordan.
- Provide initial observations which will be used in designing a long term Child Budget Engagement Strategy.
- Provide a baseline for future child budget monitoring.

8.2 The Constitution of Jordan

The Constitution of Jordan promotes equality, civil freedom and protection of all citizens, which includes children. The second chapter of the Jordanian Constitution contains the rights and duties of the Jordanian people in a national framework which forms the constitutional protection of its citizens. The Constitution referred all the details that are concerned with organizing those rights to the laws and the ordinances issued within; including the legislations that comprise the protection of the children's rights in the areas of health, education and social care and providing protection in all its forms. Therefore, the general principles in the Constitution of Jordan inter-

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sect with the provisions of the national legislation governing them. They also strongly agree with what the CRC included on providing enough guarantees to apply the rights that are included in it. But in the same way that free and compulsory elementary education is elevated to a Constitutional right, other key children's rights should enjoy the same status. For this reason, the Constitution of South Africa was used to show examples (sometimes good and sometimes less favourable) of how child rights can be included in a country's constitution.

8.3 Observations on budget, policies and practices

The observations and recommendations (below) are based on the understanding that a well functioning ROB and MTEF are of direct benefit to children because:

- A well functioning ROB can benefit child rights as its aim is to use government funds to benefit the community in the most effective and efficient manner.
- A ROB can benefit child budget analysis and monitoring if the programme and activity structure is aligned to child specific spending areas.
- A robust MTEF Budget allows for predictability of funding levels based on policy priorities and can benefit child rights by creating stable delivery programmes aimed at achieving strategic outcomes (such as MDG's)
- The MTEF can benefit child budget analysis and monitoring as the forward year budget predictions provide evidence of the future commitments of the GoJ and the level of deviation can be monitored.
- The MTEF can benefit budget engagement as it opens the space for influencing medium term policies and future spending.

With the ongoing development of ROB and the high level of commitment from the Ministry of Finance, the following proposals are made on how the ROB can support a Child Budget Engagement Strategy:

- The setting of Performance Indicators in the ROB can be used to promote Child Rights through including key focus areas such as the Millennium Development Goal Targets and Secondary School Pass Rates as budget indicators.
- Particular focus should be given to budgeting for lifetime operational costs for important capital assets such as schools, child care, institutions and hospitals to ensure that the quality of these assets are maintained over the long term.
- To improve child specific Performance indicators it is recommended that the General Budget Department provide ongoing capacity building and mentoring in developing objectives and indicators.
- The budget calendar in Jordan allows for the inclusion of public input into budget hearings. This should be promoted and supported by the GBD and include representation from child rights groups.

- With the introduction of ROB, roles and relationships in the budget process have changed. The Preliminary Investigation into Budget Policies and Practices and the dialogue as part of this study show that, not all government officials are conversant with the new budget processes and many expressed the need for support as the ROB requires a new skill set to traditional budgeting. To enhance the implementation of ROB, and by doing this promote a Child Budget Engagement Strategy, the GBD need to provide practical guidelines, as well as increased mentoring and support during budget preparation.
- Strategic planning and the incorporation of strategic plans into the ROB are weak particularly at smaller GMD's. In addition to ongoing capacity building, the process could be simplified through the introduction of a standardised strategic planning template aligned to the ROB framework.

8.3.1 Cross cutting focus areas

The following observations are made on cross cutting focus areas which need to receive high profile attention in the 2nd phase of the Child Budget Engagement Strategy.

Equity in regional and governorate spending patterns

A superficial comparison of indicators, share allocation and per capita expenditure across governorates shows apparent anomalies and possible inequity. With the current decentralisation project in Jordan and the proposal that services are devolved to regional and municipal levels, it is crucial to ensure that the child's right to equity is reflected in spending levels.

Adolescents

Many adolescents perform poorly in the education system and there are fewer resources allocated to adolescent health. Noting that there is insufficient data indicating whether adolescents in Jordan are receiving equal access to appropriate service levels, commitment to the fulfilment of their rights should be elevated to a higher level of priority.

The disabled child

Anecdotal evidence suggests that services for disabled children are inadequate. Over the MTEF, the budget for Special Education (MoE) decreases by 7% and the budget for Handicapped Affairs (MoSD) decreases by 0.5%.

The child offender

With recent developments in the field, including the drafting of a child justice bill, positive steps have been taken to protect the rights of the child offender. It will be interesting to observe the impact on the budget when implementing the new legislation.

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8.3.2 Ministry trends in important Child Rights focus areas

The table below identifies trends in budget allocations to important Child Rights focus areas. The trends do not provide conclusive evidence of either an improved commitment to promote, or a disregard of, particular child rights. They do, however, provide a baseline for monitoring future budgets within the context of a long term Child Budget Engagement Strategy.

Health			
Over the MTEF the proportion of the GoJ budget to Health increases steadily from 6.7% in 2008 to 8.3% by 2011			
Proportion of Health Budget to Primary Health increases by 6%	2008: 19%	2011: 22%	2014: 24%
Education			
The projected real growth rate for the entire MoE Budget over the MTEF indicates a 2% growth from 2009 to 2010 and 4% from 2010 to 2011			
The budget for social and sports activities decreases by an average of 16% from 2009 to 2011.			
From 2008 - 2011, the budget for Special Education (MoE) decreases by 7%.			
The proportion of the Education Budget decreases over the MTEF for the following 3 areas of Education, despite the focus they are given in the National Plan of Action for Children.			
Secondary 2008: 13,2%	2009: 11.9%	2010: 12%	2011: 11.9%
Vocational 2008: 3,7%	2009: 3.5%	2010: 3.4%	2011: 3.3%
Special Education 2008: 1,0%	2009: 0.7%	2010: 0.7%	2011: 0.6%
Social Development			
The commitment of the poverty alleviation programme and social care programme of the Ministry of Social Development is less than 2% of the country's budget			
The proportion of the Ministry's budget allocated to the disabled child decreases from the 2008 level of 7,3% and remains below this level at:			
2009: 6.3%	2010: 7.1%	2011: 6.8%	
The proportion of the Ministry's budget allocated to the recovery and re-integration of the child victim increases from the 2008 level of 5,2% to:			
2009: 4.0%	2010: 6.3%	2011: 7.8%	
Child Labour			
The budget for vocational training from the MoL decreases in real terms by 2% per year from 2009 onwards. The same pattern can be observed within the MoE budget for vocational training which from 2010 onwards will decrease by 0.3%.			

8.4 Way Forward: Child centred budget engagement strategy

In April 2010, the Minister of Finance of Jordan, Minister Mohammed Abu Hammour opened a workshop which began the development of the Jordan Child Budget Engagement Strategy (CBES 2010-2015). At the workshop the Ministries of Health, Education, Social Development and Labour, supported by the GBD, MOPIC, NCFA and UNICEF adopted the framework on which a more detailed strategy will be developed. The framework includes:

Budget Preparation and Monitoring Objective

An annual monitoring report is produced and distributed which identifies budget allocations to child programs.

Analysis Objective

Appropriate financial and non-financial analysis is conducted on key focus areas identified in the 2009 Jordan CBA.

Capacity Building Objective

A capacity building program for Government, civil society and development partners is rolled out over the five-year period focusing on application based training and mentoring.

Advocacy and Awareness Objective

On an annual basis, a forum (to become known as the Child Budget Observatory) meets to review the monitoring report and evaluate the achievements of the CBES.

The Strategy is aligned to the Government of Jordan Results Oriented Budgeting (ROB). The CBES strategy aims to give budget allocations to children a priority focus, within the context of balancing all their other spending priorities.

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Annex 1: Budget Data

Expenditure patterns for child allocations as a % of Ministry budget by programme

Child proportion % Ministry of Health	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Primary Health Care	6.5	6.4	6.4	6.4
Secondary Health Care	11.5	12.9	13.5	12.3
Comprehensive Health Insurance	11.4	10.4	10.0	9.8
Vaccinations, Immunisations, Medicines & Medical Disposables	6.9	7.3	6.4	8.2
Management	0.1	0.1	0.1	0.1
Total	36.4	37.1	36.4	36.8
Child proportion % Ministry of Education	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Basic	73.2	75.2	75.2	75.9
Secondary	13.2	11.9	12.0	11.9
Vocational	3.7	3.5	3.4	3.3
Kindergarten	1.3	0.8	0.8	0.9
Social & Sports Activities	0.7	1.2	1.0	0.8
Special Education	1.0	0.7	0.7	0.6
Total	93.1	93.3	93.1	93.4
Child proportion % Ministry of Social Development	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Handicapped Affairs	7.3	6.3	7.1	6.8
Family and Protection	5.2	4.0	6.3	7.8
Total	12.5	10.3	13.4	14.6
Child proportion % Ministry of Labour	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Combating Child Labour Project	0.8	1.3	1.3	1.3
Children Budget of Vocational Training Cooperation allocations	9.1	8.6	9.2	8.8
Total	9.9	9.9	10.5	10.1

Source: General Budget Law 2009

Jordan Country and Ministry Budget Data - JOD '000

	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Country	5,690,636	6,155,471	6,468,534	6,928,951
Health Ministry	380,535	448,882	514,390	576,137
Allocation to Health from MoPIC	9,700	6,600	6,200	5,200
Education Ministry	451,105	548,485	570,352	614,840
Allocation to Education from MoPIC	20,050	9,200	6,800	5,800
Social Development Ministry	85,144	118,508	126,051	129,981
Labour Ministry	15,025	19,787	18,588	19,309

Source: General Budget Law 2009

Children's Budget for Health Ministry Programmes - JOD '000

Programme	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Primary Health Care	24,536	28,783	32,905	36,858
Secondary Health Care	43,673	57,748	69,430	70,648
Comprehensive Health Insurance	43,197	46,730	51,536	56,200
Vaccinations, Immunisations, Medicines and Medical Disposables	26,089	32,546	32,937	47,294

Children's Budget for Education Ministry Programmes - JOD '000

Programme	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Basic Education (MoE and MoPIC)	350,371	421,445	435,699	465,097
Secondary Education	59,637	65,504	68,548	72,123
Vocational Education	16,544	18,929	19,595	19,922
Kindergarten Education	5,704	4,305	4,677	5,169
Social and Sports Activities	3,437	6,584	5,680	4,749
Special Education	4,716	3,905	4,204	3,891

Children's Budget for Social Development Ministry Programmes - JOD '000

Programme	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Handicapped Affairs	6,216	7,438	8,979	8,869
Family and Protection	4,418	4,793	7,918	10,107

Children's Budget for Labour Ministry Programmes - JOD '000

Programme	2008 Estimate	2009 Budget	2010 Budget	2011 Budget
Combating Child Labour Project	118	250	250	250
Vocational Training	1,360	1,700	1,700	1,700

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Annex 2: Dropout rates

Dropout rate per level of education by Authority (2007 – 2008)

Basic Education		
Level	Ministry of Education	All Authorities (MoE, UNRWA & Private)
1	0.123	0.098
2	0.083	0.071
3	0.091	0.074
4	0.170	0.134
5	0.168	0.146
6	0.211	0.204
7	0.331	0.350
8	0.482	0.510
9	0.709	0.715
10	1,013	0.980
Overall	0.343	0.311
Secondary Education		
11	0.613	0.550
12	0.668	0.584
Overall	0.639	0.566
Total for both Basic & Secondary		
	0.386	0.341

Source: Department of Statistics/MoE

Dropout rate per level of education by gender (2006)

Basic Education			
Level	Female	Male	Total
1	0.27	0.47	0.37
2	0.25	0.33	0.29
3	0.15	0.15	0.15
4	0.19	0.18	0.19
5	0.24	0.21	0.23
6	1.12	1.00	1.06
7	1.11	1.21	1.16
8	0.97	1.16	1.07
9	0.87	0.97	0.92
10	0.50	0.87	0.69
Overall	0.57	0.65	0.61
Secondary Education			
11	0.54	0.52	0.53
12	0.43	0.63	0.53
Overall	0.49	0.57	0.53
Total for both Basic & Secondary			
	0.56	0.64	0.60

Source: Department of Statistics/MoE

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Annex 3: Governorate Population and Budget Allocations

Ministry of Health: Governorate Population and Budget Allocations

Governorate	Regional population 2007*	Primary Health Care Programme				Secondary Health Care Programme			
		2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD	2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD
Total	2,511,128	24,536,219	28,783,800	32,905,187	36,858,360	43,673,040	57,747,826	69,429,961	70,647,648
National Centre		4,510,910	2,557,274	7,545,230	10,133,655	10,134,344	16,679,906	15,965,174	16,787,550
Amman	918,297	6,594,969	8,649,970	8,395,506	9,178,120	12,782,081	2,992,405	14,739,246	15,616,482
Madaba	64,253	1,077,165	749,000	742,420	816,480	1,969,535	2,126,674	1,672,051	1,901,121
Irbid	456,560	1,481,530	4,099,060	4,146,870	4,499,425	6,512,895	10,113,678	9,907,014	10,077,222
Ma'an	50,213	866,562	1,054,655	878,290	994,805	668,451	2,032,863	1,688,775	1,678,041
Zarqa'	385,737	1,654,260	2,725,275	2,320,836	1,571,290	5,553,096	7,441,420	6,198,294	6,187,158
Balqa'	170,309	848,994	2,253,629	2,295,860	2,491,965	1,727,559	5,969,367	7,621,115	8,382,453
Aqaba	55,952	563,097	636,895	678,475	773,815	0	0	0	0
Jarrash	82,721	695,841	1,208,603	1,174,985	1,141,455	984,950	1,851,961	1,437,053	1,442,227
Ajloun	62,379	2,892,201	748,195	740,740	832,510	604,896	1,471,438	1,231,389	1,395,989
Tafeileh	38,948	645,599	788,095	746,795	840,315	0	0	0	0
Karak	97,420	1,493,900	1,741,390	1,773,485	1,971,200	1,216,172	4,213,872	4,776,367	3,387,010
Mafrq	128,339	1,211,191	1,571,759	1,465,695	1,613,325	1,519,061	2,854,243	4,193,483	3,792,396

*Ages 0-17 years

Governorate	Regional population 2007*	Comprehensive Health Insurance Programme				Vaccs., Immun., Meds. Programme			
		2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD	2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD
Total	868,104	43,196,771	46,730,182	51,536,358	56,200,095	26,088,960	32,545,500	32,936,796	47,294,290
National Centre		5,381,903	5,819,212	6,420,094	6,994,271	3,903,180	4,749,200	4,762,166	6,801,219
Amman	317,000	5,463,765	5,910,235	6,518,471	7,107,294	1,022,005	2,038,000	2,341,905	3,596,740
Madaba	22,112	2,126,750	2,303,000	2,538,000	2,773,000	1,292,796	1,605,500	1,623,462	2,329,217
Irbid	152,812	6,289,459	6,798,988	7,502,282	8,169,694	4,408,966	5,289,500	5,275,734	7,510,850
Ma'an	17,276	2,660,700	2,881,200	3,175,200	3,469,200	1,612,315	1,981,800	1,994,726	2,855,173
Zarqa'	139,630	3,938,082	4,256,965	4,697,435	5,114,965	2,592,322	3,126,700	3,124,906	4,454,190
Balqa'	59,375	3,477,862	3,766,082	4,150,376	4,534,671	2,333,762	2,805,400	2,800,213	3,988,347
Aqaba	19,869	1,279,200	1,385,700	1,526,700	1,669,200	775,678	963,900	974,077	1,397,530
Jarrash	27,802	2,756,700	2,983,200	3,289,200	3,589,200	1,952,154	2,375,100	2,381,514	3,401,166
Ajloun	20,837	2,276,250	2,460,000	2,715,000	2,955,000	1,394,396	1,696,500	1,701,082	2,429,404
Tafelieh	13,116	1,423,200	1,538,700	1,697,700	1,849,200	836,638	1,017,900	1,020,649	1,457,643
Karak	33,531	2,955,400	3,196,900	3,525,900	3,844,400	1,774,354	2,217,600	2,245,679	3,225,839
Mafrq	44,744	3,167,500	3,430,000	3,780,000	4,130,000	2,190,394	2,678,400	2,690,683	3,846,972

*Ages 0-5 years

CHILD BUDGET ANALYSIS

Ministry of Education: Governorate Population and Budget Allocations

Governorate	Regional population 2007*	Basic Education Programme				Secondary Education Programme				
		2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD	Regional population 2007**	2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD
Total	1,391,520	330,320,500	412,245,000	428,899,000	459,297,000	132,455	48,968,000	52,737,000	55,674,000	58,692,000
National Centre		13,660,616	19,698,600	20,998,000	19,975,000		10,669,000	12,767,000	12,874,000	13,431,000
Amman	508,009	65,161,121	108,581,100	110,048,000	117,876,000	41771	13,693,000	14,101,500	14,514,000	15,778,000
Madaba	35,519	10,187,503	12,240,200	12,810,000	13,744,000	4194	1,549,000	3,760,500	3,948,000	4,141,000
Irbid	256,054	70,532,736	79,732,000	83,118,000	92,307,000	28132	12,192,300	10,676,500	11,265,000	11,878,000
Ma'an	27,719	12,246,131	15,287,000	15,917,000	17,118,000	2455	1,821,000	1,694,000	1,697,000	1,793,000
Zarqa'	210,418	42,984,540	45,048,800	46,439,000	49,323,000	18108	4,507,900	5,470,500	5,789,000	6,098,000
Balqa'	94,346	21,798,762	26,980,500	27,917,000	29,670,000	9052	3,744,000	3,207,500	3,426,000	3,569,000
Aqaba	30,939	6,750,687	7,959,600	8,264,000	8,870,000	60,230	934,600	894,500	903,000	994,000
Jarrash	46,443	14,539,902	15,906,100	16,526,000	17,686,000	4994	1,626,900	2,875,000	3,009,000	3,218,000
Ajloun	35,172	11,058,194	13,785,600	14,265,000	15,263,000	4294	1,461,000	1,865,000	1,929,000	2,070,000
Tafelieh	21,817	9,425,184	13,035,100	13,520,000	14,430,000	2814	1,190,300	618,500	610,000	683,000
Karak	53,778	21,676,157	27,531,000	28,677,000	30,506,000	6544	2,897,200	3,476,500	3,678,000	3,887,000
Mafrq	71,306	30,298,967	26,459,400	30,400,000	32,529,000	7772	3,350,800	4,097,000	4,906,000	4,583,000

*Ages 6-15 years enrolled

**Ages 16-17 years enrolled

Ministry of Social Development: Governorate Population and Budget Allocations

Governorate	Regional population 2007*	Family and Protection Programme				Handicapped Affairs Programme				
		2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD	Regional population 2007**	2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD
Total	2,511,128	4,417,830	4,793,400	7,918,200	10,107,454	31,891	6,216,480	7,437,600	8,979,390	8,868,604
National Centre		1,571,890	1,388,658	1,777,258	3,500,917		565,029	1,293,294	1,778,889	1,701,676
Amman	918,297	828,815	1,605,632	3,375,592	4,552,452	11,662	242,155	569,695	1,190,382	1,140,613
Madaba	64,253	31,009	49,284	63,416	87,459	816	55,606	109,696	210,868	200,829
Irbid	456,560	1,305,250	984,516	1,813,081	750,818	5,798	138,118	422,358	699,999	688,971
Ma'an	50,213	57,255	79,544	105,865	146,440	638	34,081	84,742	182,143	174,121
Zarqa'	385,737	333,431	269,994	234,759	319,946	4,899	914,808	1,238,910	1,127,668	1,079,539
Balqa'	170,309	54,302	70,519	87,390	120,786	2,163	37,758	634,339	24,183	619,139
Aqaba	55,952	19,053	37,162	50,612	69,250	711	887,902	260,327	153,446	138,197
Jarrash	82,721	52,396	72,112	98,131	133,270	1,051	231,393	289,186	567,684	544,646
Ajloun	62,379	36,201	51,053	65,049	89,523	792	29,776	75,685	163,022	155,819
Tafeleh	38,948	22,102	37,781	51,300	70,167	495	520,185	436,270	1,133,566	722,276
Karak	97,420	80,976	108,478	143,502	194,884	1,237	317,492	535,347	907,946	930,149
Mafrq	128,339	25,150	38,666	52,245	71,540	1,630	2,242,177	1,487,752	839,594	772,628

*Ages 0-17 years

**Special needs children are assumed to be 1.27% of the total children ages 0-17 years.

CHILD BUDGET ANALYSIS

Ministry of Labour: Governorate Population and Budget Allocations

Combating Child Labour Project					
Governorate	Regional population 2007*	2008 Estimate JOD	2009 Budget JOD	2010 Budget JOD	2011 Budget JOD
Total	1,790,395	118,000	250,000	250,000	250,000
National Centre		25,000	90,000	90,000	90,000
Amman	655,361	20,000	55,000	55,000	55,000
Madaba	45,878	0	0	0	0
Irbid	329,546	25,000	32,000	32,000	32,000
Ma'an	35,945	0	0	0	0
Zarqa'	269,753	17,500	31,000	31,000	31,000
Balqa'	121,116	0	0	0	0
Aqaba	39,484	0	0	0	0
Jarrash	59,709	17,500	21,000	21,000	21,000
Ajloun	44,959	0	0	0	0
Tafeileh	28,036	0	0	0	0
Karak	69,607	13,000	21,000	21,000	21,000
Mafrq	91,001	0	0	0	0

*Ages 5-17 years

