



Strategic Plan - Ministry of Local Administration 2021-2024



September 2020



Strategic Plan

Ministry of Local Administration

2021-2024



His Majesty
King Abdullah II Ibn Al Hussein



His Royal Highness
Crown Prince Al Hussein bin Abdullah II



Royal Vision

To give citizens a greater role in development decision-making processes, improve services, and distribute development gains equitably.

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Foreword by H.E. Deputy Prime Minister and Minister of Local Administration



We are pleased to present the Ministry of Local Administration Strategic Plan 2021-2024. Following a participatory approach, this plan was developed with contributions from employees of the Ministry of Local Administration, its leaders, partners, and stakeholders at both the local and national levels.

Sound planning is the foundation for the success of any organization, particularly when assigned a new national role. Such is the case for the Ministry of Local Administration, which has been established to reflect His Majesty's aspirations and vision for decentralization, to enhance citizen participation in decision-making processes, and to effect local development that is inclusive and sustainable. According to its new role, the Ministry is the

umbrella for local administration in Jordan. To fulfill this national responsibility, and to implement its new tasks efficiently and effectively, good preparation and sound planning are required.

At the national level, and during development of this Strategic Plan, we have been committed to ensuring complete compliance with all related Royal visions, national plans, and other national directives and goals. To integrate all levels of government planning, the Ministry of Local Administration has developed this Strategic Plan in parallel with the establishment of a program of assistance for the Kingdom's municipalities to develop their own strategic and development plans. We are observing remarkable progress in the quality of municipalities' performance, as they transition away from their traditional role of service delivery to a greater role characterized by holistic perspectives and long-term development planning, taking into consideration all dimensions of local development: social, economic and cultural. This transition aims to improve local services and distribute development benefits equitably toward municipalities' use of modern processes and technology to improve the efficiency of municipal services for citizens throughout the Kingdom.

Regarding governorate councils, this plan takes into consideration the Ministry's envisioned role as the unifying umbrella for local administration. The inclusion of governorate councils will feature prominently in the Ministry's programs to enable them to: perform their tasks efficiently and effectively; enhance citizen participation in the development decision-making process at the governorate level; achieve comprehensive and sustainable local development through a bottom-up development planning approach that includes municipalities and governorates; develop governorate plans based on local community members' priorities and needs; allocate budgets for development and investment projects that advance consistent quality of services in each governorate; and advance the well-being of citizens through attracting more local investment opportunities.

To conclude, we at the Ministry of Local Administration are keenly aware of the considerable responsibilities entrusted to us, which motivate us to implement this Strategic Plan in a comprehensive and participatory manner, thereby achieving the national goals for local administration and levels of economic growth and development that ensure the well-being of all Jordanians and future generations.

Tawfiq Kreishan
Deputy Prime Minister and Minister of Local Administration

Strategic Plan Technical Committee

Under the direction of the Minister, a technical committee comprised of the following members was tasked with developing the Strategic Plan:

Eng. Rowaida Habaheh	Director of Training and Institutional Development	Head of Committee
Dr. Baker Al-Abbadi	Director of Municipal and Local Councils	Member
Eng. Tawfiq Khawatra	Manager of Quality Assurance Unit	Member
Mr. Basem Al-Sa'ayda	Directorate of Solid Waste Management	Member
Mr. Mohammad Al-Hawamda	Directorate of Training and Institutional Development	Member
Ms. Lina Al-Ataiyyat	Directorate of Master Planning	Member
Ms. Jina Abu Midyen	Directorate of Human Resources	Member
Eng. Buthaina Al-Bawaliez	Directorate of Information Technology	Member
Mr. Sufyan Al-'Ourani	Directorate of Financial Affairs	Member
Mr. Adnan Al- Zabalawi	Directorate of Training and Organizational Development	Rapporteur

Preface

His Majesty King Abdullah II has placed at the forefront of his priorities the comprehensive and sustainable development of Jordan in a manner that assures its economic growth and social welfare. His Majesty has directed the government to create an enabling environment for development, in a manner that assures it is realized in all political, economic and social aspects, and that provides Jordanians with the required tools to contribute to the development of their country and their local communities.

Guided by this, the Jordanian government is dedicated to an administrative decentralization approach, enabling local administrations to work efficiently, effectively, and with the highest possible degree of integration and coordination. As an embodiment of this approach, the government instituted the Ministry of Local Administration to become the unified umbrella for local, municipal, and governorate administration in Jordan. As a result, the need has risen to update the Ministry's Strategic Plan to incorporate this role and its new tasks. Sound strategic planning is the first step towards successfully achieving the Ministry's objectives and the tasks assigned to it.

In enacting the directives of the Minister of Local Administration and the Secretary General, a committee led by the Training and Organizational Development Directorate was formed to develop a Strategic Plan applying the balanced scorecard methodology, one of the most accurate and comprehensive scientific methodologies available for the development of Strategic Plans.

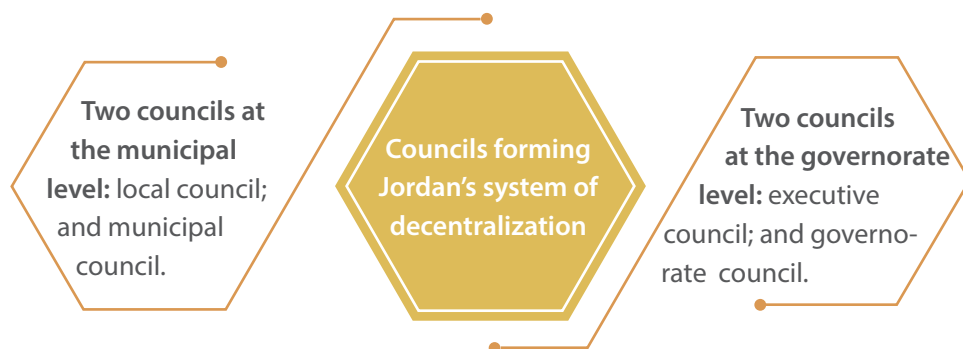
Preparation of the Strategic Plan was facilitated through the full participation of stakeholders from within the Ministry, i.e., senior management, directors, and employees, and of heads of governorate councils, mayors, and municipal executive managers. Preparation also included review of related documents, previous plans, national plans, relevant legislation, and regional and global experiences in local administration. Through these, a strategy emerged, through which we hope to achieve comprehensive and sustainable local development.

Overview of Local Administration in Jordan

Development of the local administration system in Jordan has faced many obstacles and challenges, prominent of which have been a centralized development planning and decision-making process without a thorough understanding of local development needs. In response to this challenge, His Majesty King Abdullah II, during a visit to Ajloun Governorate in 2002, gave directions on the necessary transformation from a centralized to decentralized administrative system, thus achieving several objectives, the most significant of which are to:



In its efforts to decentralize development management and planning, the Government of Jordan worked toward implementation of His Majesty's vision through its search for an approach suitable to Jordan. This resulted in Municipalities Law No. 41 of 2015 and Decentralization Law No. 49 of 2015, followed by municipal elections on 15 August 2017, concurrently with governorate council elections for the first time in Jordan's history. Through these, Jordan's new system of decentralization went into effect and the basic features of decentralization were implemented as envisioned by the legislation. As a result of these two laws, four types of councils were created, collectively forming Jordan's system of decentralization, as follows:



As with any new, emergent experience, decentralization has faced a number of challenges and obstacles, the most prominent of which have been weak delegation of authority and transfer of power from the central government to the municipalities; and a multiplicity of governmental umbrellas over local administration. The Ministry of Municipal Affairs (now the Ministry of Local Administration) was the umbrella for local and municipal councils, while the Ministry of Interior was the umbrella for the executive councils and governorate councils. Later, governorate councils operated under the Ministry of Political and Parliamentary Affairs, although legally under the umbrella of the Ministry of Interior, a situation which led to weak coordination between the executive and governorate councils.

Based on this experience, and the urgent need to overcome the gaps and obstacles that had emerged, the Ministry of Local Administration was created as the unifying umbrella for local administration in Jordan. The need also emerged to review the legislative framework and introduce a new law on local administration as an alternative to the Municipalities Law No. 41 of 2015 and Decentralization Law No. 49 of 2015 to sustain the process of transferring power to local administration and limiting the central government's role to oversight and supervision.

Powers and Responsibilities of the Ministry of Local Administration

The Ministry of Local Administration's Administrative Organization Bylaw No. 81 of 2019 defines the Ministry's powers and responsibilities, and highlights tasks of the Ministry: to effectuate local development; enhance the development purpose of local administration; and strengthen partnerships between the public and private sectors. The supervisory and oversight roles of the Ministry over municipal and local councils was also included. Ministry of Local Administration tasks, as stated in Article 3 of the Bylaw, include:



Strategic Plan Methodology

Balanced Scorecard

In developing its Strategic Plan, the Ministry adopted the balanced scorecard methodology, a recognized strategic planning tool.

The balanced scorecard helps organizations translate their visions and strategies into a set of strategic goals.

Applying the balanced scorecard methodology helps organizations overcome two basic challenges: effectively measuring their performance; and successfully implementing their strategy. The balanced scorecard concept emerged in the early 1990's in a study conducted by the Nolan Norton Institute, entitled "Measuring Performance in the Organization of the Future," involving 12 companies from different sectors. The main catalyst for the study was the participants' conviction that traditional methods of measuring performance based on historical data were no longer adequate for guiding effective decision-making. The balanced scorecard methodology links organizations' vision and mission to performance indicators on four dimensions of the organization: national goals; customers and stakeholders; internal processes; and learning and growth.

Why the Balanced Scorecard Methodology



Ensures the comprehensiveness of strategic plans.



Enhances information management. Sets key indicator metrics to measure and report on performance.



Enhances implementation and communication.



Defines optimal projects and initiatives.

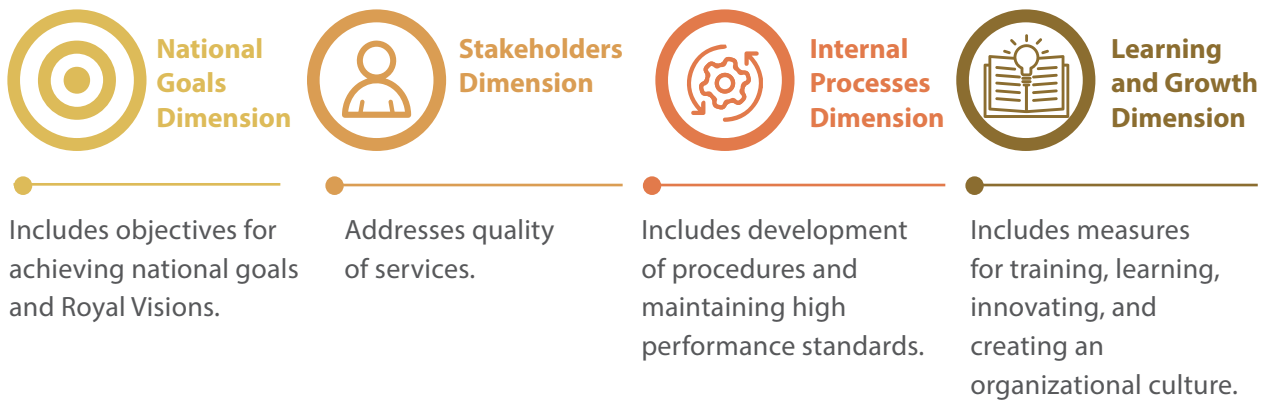


Enhances reporting.



Establishes standard procedures for implementing processes that achieve strategic goals.

Strategic Plan Dimensions of the Balanced Scorecard



Strategic Plan Development Steps





Identify and Review Strategic Plan Inputs

Documents informing the Ministry's Strategic Plan included: Royal visions and directives; national plans and goals; and relevant legislation and bylaws. The following represents an analysis of some of the most important documents and outcomes from the review.

One: Royal visions and directives

Decentralization is a political reform of the highest priority to the Hashemite leadership, and which is receiving close attention and monitoring. This has been confirmed by His Majesty King Abdullah II on more than one occasion:

His Majesty King Abdullah II's speech from the Throne at the Seventeenth Parliament's Second Ordinary Session, November 2, 2014:

"The political reform path also requires enrooting local governance, first by completing the Laws on Municipalities and Decentralization and then moving on to the Elections Law, in addition to continuously developing working mechanisms of the House of Representatives, including its internal bylaws, adoption of a code of conduct, and institutionalizing the work of parliamentary blocs on partisan and platform bases. This needs to be done in parallel with realizing the goals of the national plan for human rights, for there can be no reform without respect for rights and protection of freedoms. On the administrative reform path, it is crucial to adopt workable mechanisms, as there is no point in having public sector reform programs, including the e-government project, if citizens do not feel a tangible improvement in the quality of services provided to them. In this regard, I stress the importance of having all government institutions commit to enhancing the culture of excellence, transparency and accountability, in addition to adhering to the National Integrity Charter and formulating the institutional framework needed to enhance the integrity system according to recommendations to be presented by the Royal Committee to monitor and evaluate progress."

His Majesty King Abdullah II's Speech from the Throne at the Eighteenth Parliament's Second Ordinary Session, November 12, 2017:

"As we stand today in this bastion of Jordanian democracy, we proudly recall Jordanians' latest milestone of electing municipal and governorate councils, launching our experience in decentralization as we strive towards cementing democracy and empowering local authorities to assume wider responsibilities in development-related decision making. This achievement also reflects Jordan's unique, steadfast, and incremental reform model, to which Jordanians remain committed despite unprecedented regional challenges."

His Majesty King Abdullah's Designation Letter to Dr. Omar Razzaz to form a new Cabinet, June 5, 2018:

"The government is also required to continue political reform and build on what has been achieved in previous years. Governorate and municipal councils must also be supported and empowered to uphold their duties for the benefit of citizens across Jordan."

Two: National plans and goals

Jordan Renaissance Plan - Government Priorities for 2019-2020

The Jordanian government's priorities fall under three pillars:



Political and legislative reform priorities were identified under pillar of "Rule of Law", including to enhance decentralization. This priority has been reflected in the following:

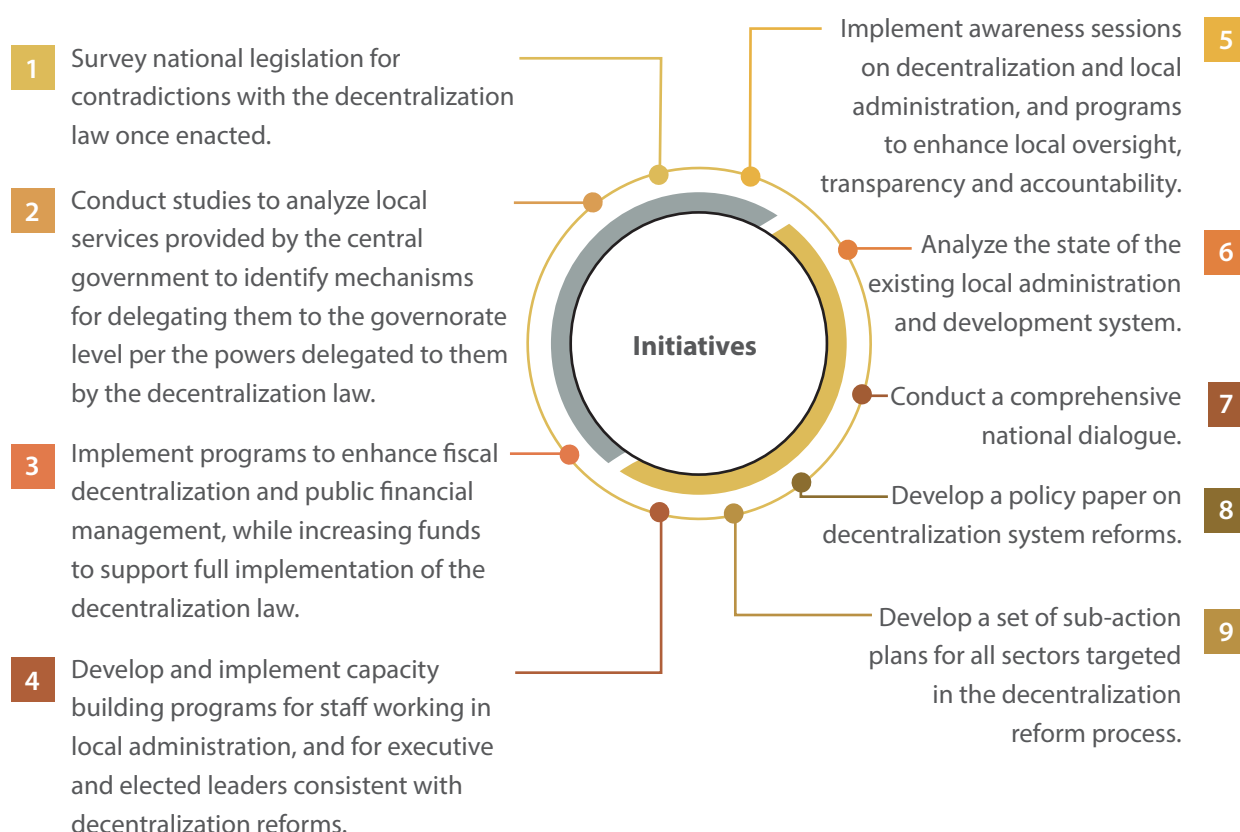
- 1 > Comprehensive national dialogue evaluating the decentralization experience.
- 2 > Comprehensive survey of stakeholder satisfaction across governorates.
- 3 > Development and amendments to Decentralization Law No. 49 of 2015.
- 4 > Development and amendments to Municipalities Law No. 41 of 2015.
- 5 > Increased financial threshold of projects tendered by governorate councils' from JOD 200,000 to JOD 2 million, subject to future increases or decreases based on the performance, transparency, and efficiency of projects implemented.

Government Priorities for 2020-2021



Jordan 2025 National Vision and Strategy

The four pillars of the Jordan 2025 National Vision and Strategy are: citizens; government; business; and society. Decentralization is addressed under the government pillar. To realize decentralization by 2025, the National Vision and Strategy sets forth a number of steps the government should follow, and it affirms that the Decentralization Law of 2015, and formulation of a national plan and strategy for implementing the law and subsequent reforms, are a strategic priority. It includes the following initiatives for realizing the vision:



Three: Ministry of Local Administration Organizational Bylaw No. 81 of 2019

- 1> The Ministry of Local Administration Organizational Bylaw No. 81 of 2019 assigns six tasks to the Ministry, primarily focusing on: effectuating local economic development; strengthening development through local administration; enhancing public-private partnerships; and strengthening the Ministry's supervisory and oversight role of municipal and local councils.
- 2> The organizational structure in the Bylaw strongly reflects the Ministry's new roles through the creation of Municipal and Local Councils Directorate, Local Administration Directorate, and Municipal Affairs Directorate in the governorates.



Interviews and Consultations

Interviews with first tier leadership and related stakeholders

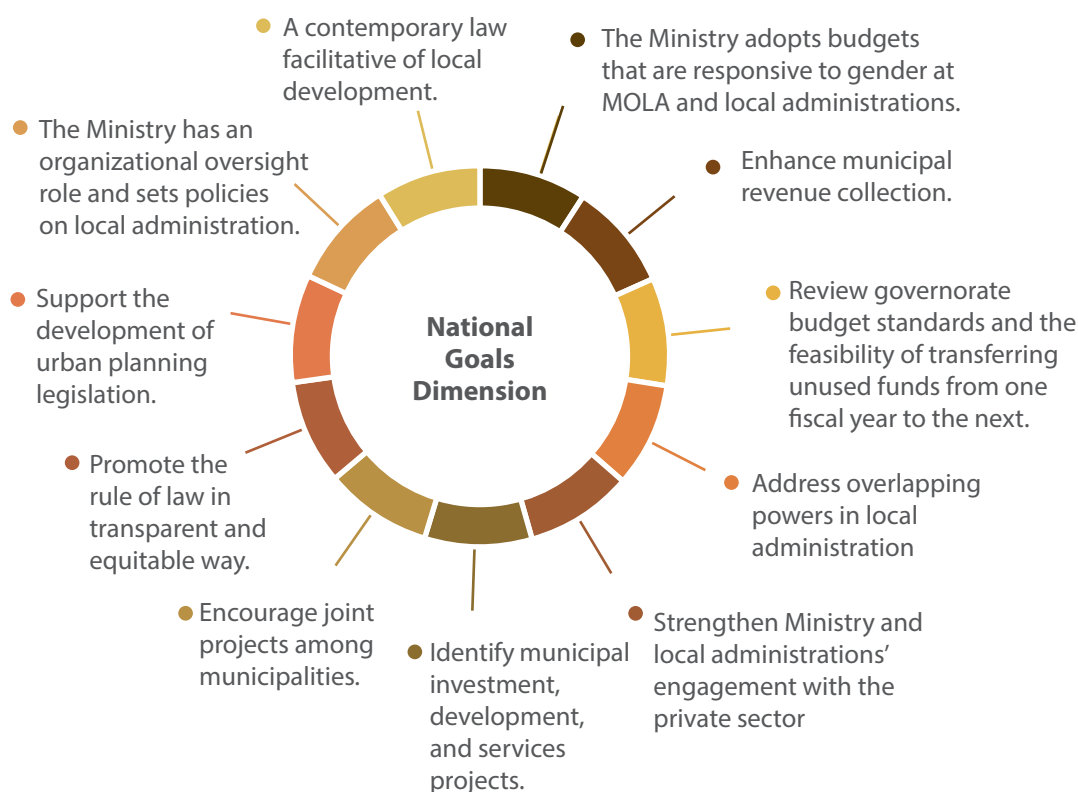
Ministry of Local Administration Secretary General	Ministry of Local Administration directors and managers	Representative sample of mayors	Representative sample of heads of governorate councils	Cities and Villages Development Bank	Focus group of a representative sample of municipal executive managers
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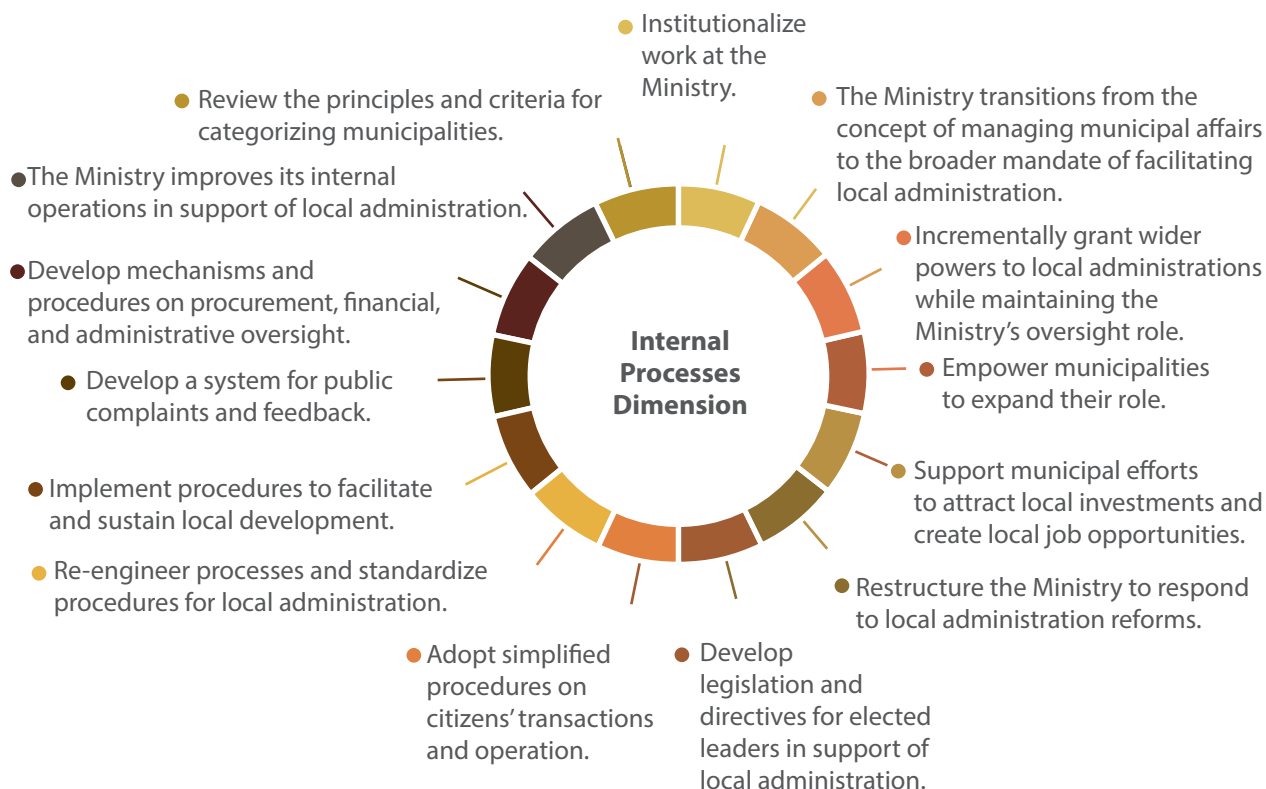
Consultations with Ministry second-tier leadership, and three consultation sessions with other Ministry staff.

Outcomes of the interviews and consultations were analyzed to define the Ministry of Local Administration's strategic direction (Annex I).



Analyze responses to interviews and consultations and define strategic directions







Analyze Strengths, Weaknesses, Opportunities, and Threats (SWOT)

Internal	
Strengths	Weaknesses
<ul style="list-style-type: none"> ■ Supportive leadership ■ Accumulated knowledge and expertise within the Ministry ■ Mandate for local administration encompassing all of Jordan ■ Oversight powers authorized in current laws ■ Digital connectivity with municipalities ■ Strong IT infrastructure 	<ul style="list-style-type: none"> ■ Lack of knowledge transfer tools and procedures, thus risking loss of internal knowledge and expertise ■ Weak human resources systems for management of training, thus risking knowledge transfer, promotions, and turnover ■ Inadequate knowledge and skills on local administration at various levels of the system ■ Retirement of a majority of senior management staff, thus causing a shortage of expertise at the Ministry ■ Poor adherence to official job descriptions ■ Poor communication within the Ministry, and between the Ministry and municipalities ■ Slow implementation of some procedures ■ Centralized decision-making in many areas ■ Deficiency in plans and programs for building capacities and sustaining accumulated expertise ■ Absence of an action plan in the Strategic Plan 2015-2020 ■ Procedural guides not implemented and/or require revision ■ Needs for second tier management for capacity building and training

External

Opportunities

- The new mandate of the Ministry of Local Administration and for government coordination in support of its new role
- Multiple donors support local administration in Jordan
- Municipalities have the legal right to invest in local development
- Government and Parliament are supportive of adopting a new Law on Local Administration
- A newly proposed training institute would manage training programs for municipalities
- The Municipal Observatory is equipped to provide data needed for development planning

Threats

- Lack of clarity in the legal framework on local administration (per the Municipalities Law and Decentralization Law) and the need to speed up the approval of the draft Local Administration Law
- Poor collection of fees and revenues by municipalities
- Funds allocated to the Ministry's budget are insufficient for its expanded role
- Accumulated debt in some municipalities
- Weak capacity of municipal human resources
- Frequent turnover and shortage of skilled staff in municipal local development units
- Governorate councils lack sufficient financial resources for implementation of development projects identified by municipalities

Vision, Mission and Core Values



Vision

A "smart" (connected and data-driven) Ministry capable of achieving comprehensive and sustainable local development.



Mission

Enable and integrate local administration, and create an effective, facilitative, and legally compliant system of organizational oversight environment.



Sustainability

Administrative and technical procedures that reflect best international practices in achieving sustainable and balanced development, including community well-being, economic growth, and environmental protection.



Quality, proficiency, and professionalism

Working efficiently, expeditiously, and accurately in completing tasks and delivering services in a manner that is proficient, professional, and in conformance with Ministry standards.



Entrepreneurship, creativity, and innovation

Innovative work methods in support of institutional excellence and continuous improvements.



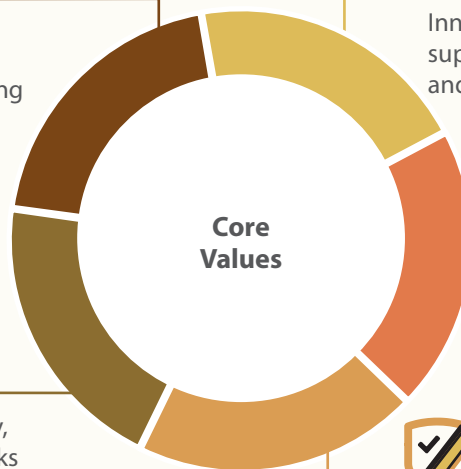
Fairness and equal opportunity

Objective decision-making in conformance with laws and regulations, and based on principles of fairness and equality of opportunities for all stakeholders.



Integrity, transparency, and accountability

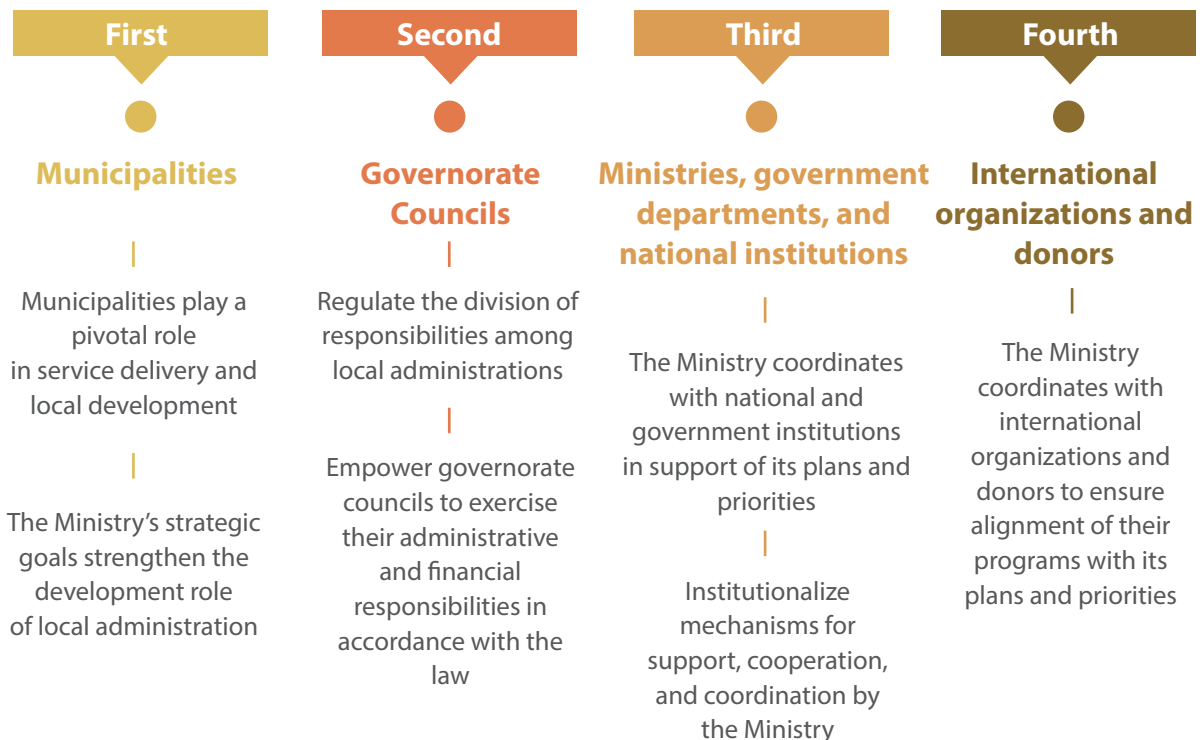
Legislation, procedures, and decision-making processes are clear to Ministry staff and stakeholders, and the Ministry operates at a high level of openness and transparency.



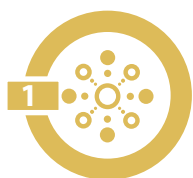
Stakeholders

■ Municipalities	■ Funding institutions, e.g., The Development and Employment Fund
■ Cities and Villages Development Bank	■ Jordan Engineers Association
■ Governorate Councils	■ Civil society organizations
■ International organizations and donors	■ National Council for Family Affairs
■ Joint Services Councils	■ The Jordanian National Commission for Women
■ Suppliers and vendors	■ The Higher Council for the Rights of Persons with Disabilities
■ Ministries and government departments	■ Youth organizations
■ Jordan Investment Commission	■ Public and private universities
■ Private sector	

Stakeholder Expectations of the Ministry of Local Administration



Related national priorities - Jordan Renaissance Plan



1 Promotion of the Ministry's decentralization approach



2 Protection of the environment and safety of persons



3 Growth through investment, and promotion of Jordan's competitive economic sectors

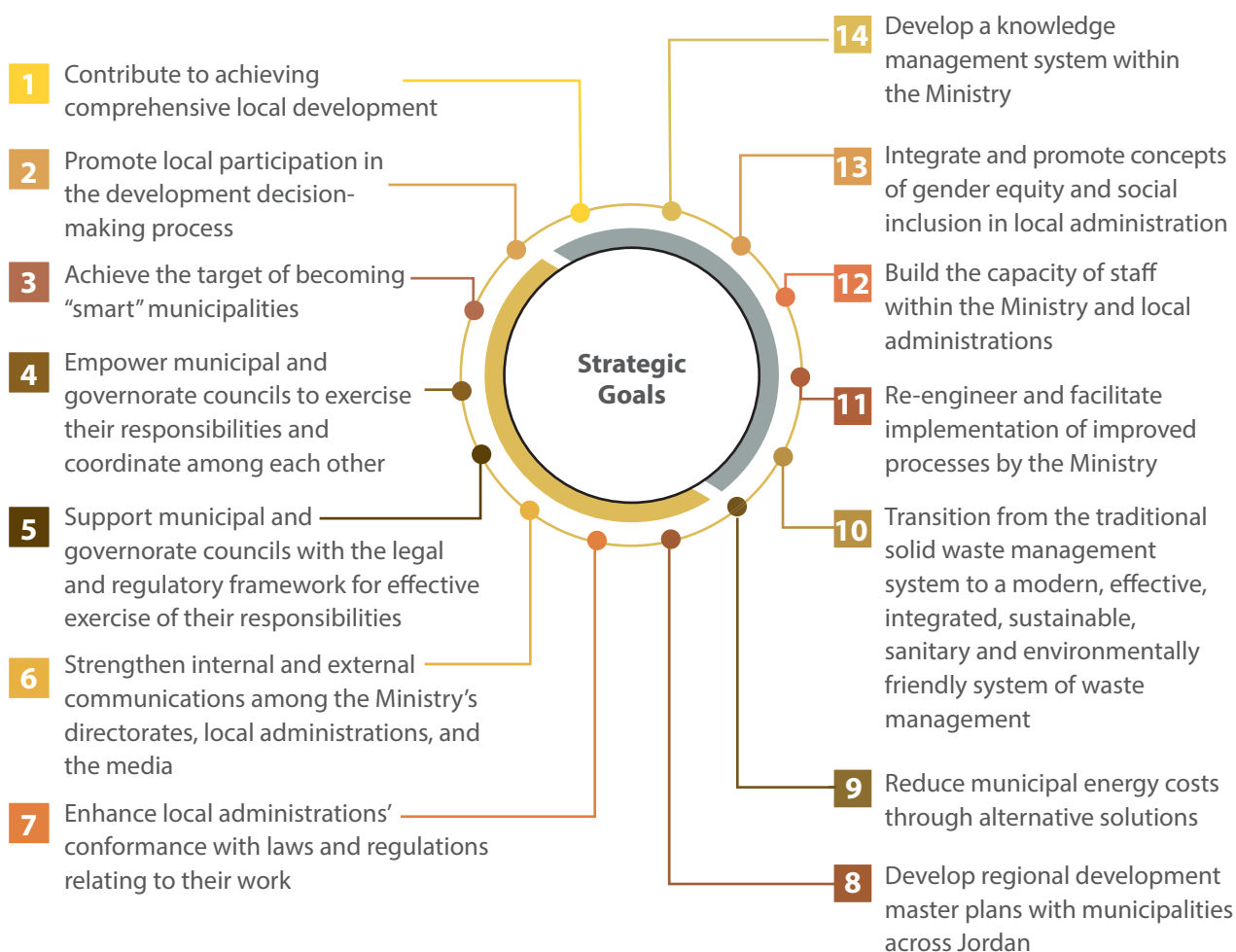


4 Prosperity of citizens, and improved service delivery

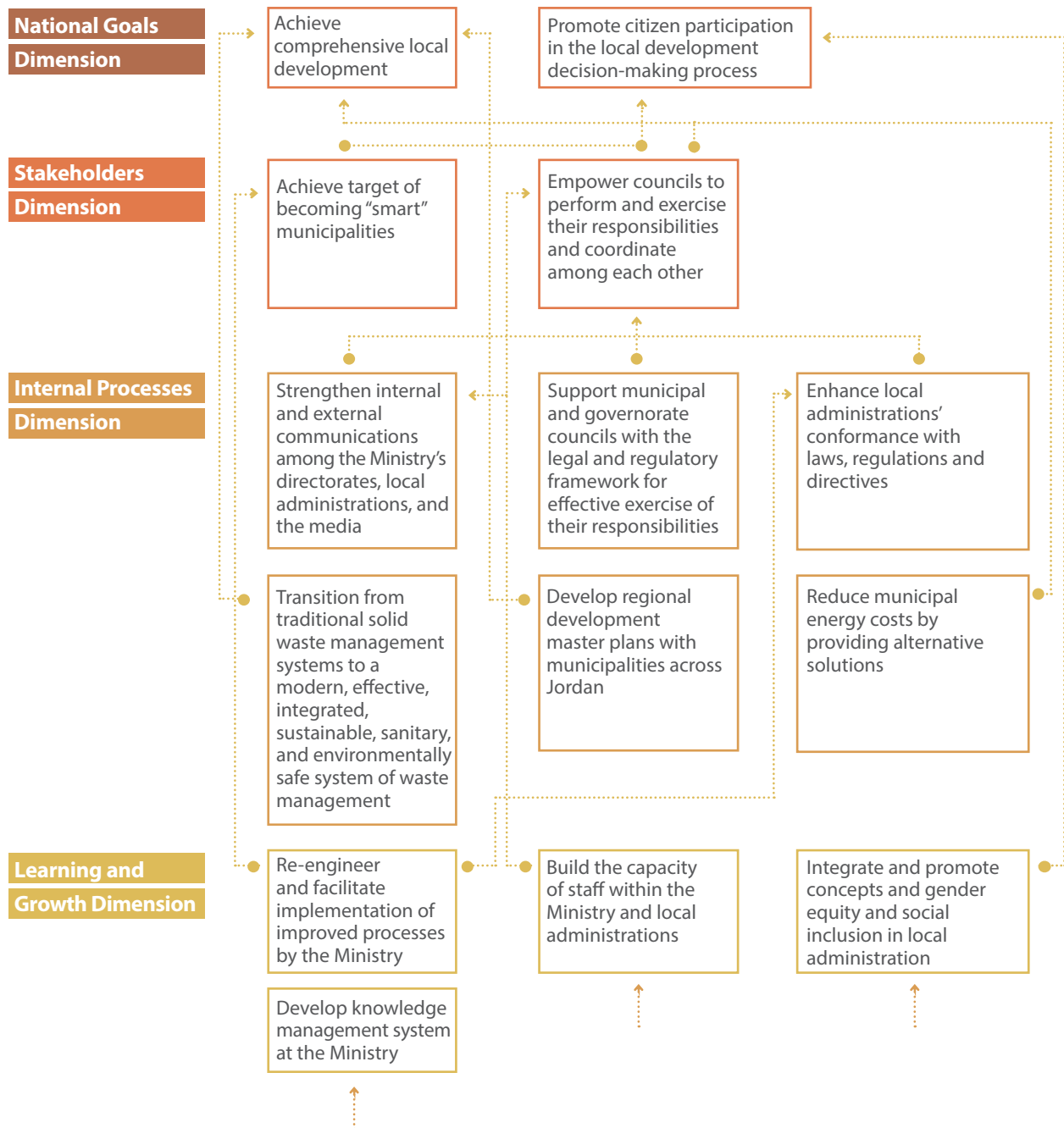


5 Enhanced public sector efficiency through improved quality of services and automation

Ministry of Local Administration Strategic Goals



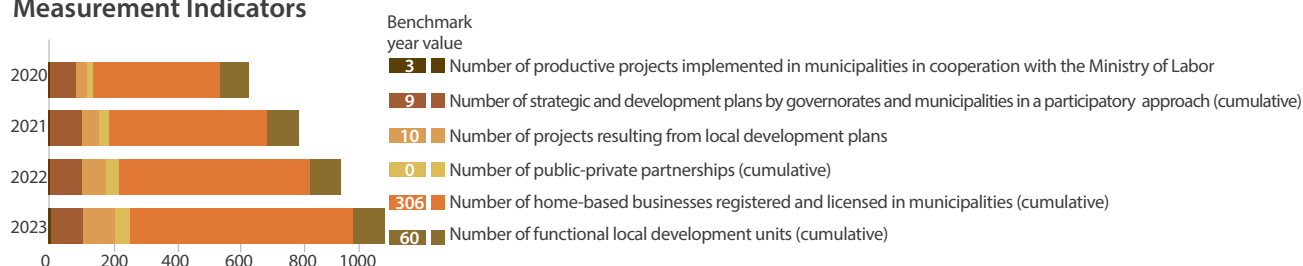
Strategy map



Balanced Scorecards

Strategic Goal: Achieve comprehensive local development		
National Goals Dimension		
Goal description	<p>Reduce the development gap between regions across Jordan; empower local administrations; enhance local excellence, planning, and accountability in support of good governance; increase participatory planning by positioning Jordan's citizens at the center of the development and planning process; promote partnerships between municipalities and the private sector and increase opportunities for internships and jobs; improve living standards and services delivery; equitably distribute development benefits; reduce poverty; and improve infrastructure.</p> <p>The Ministry focuses on integrating all these factors to achieve economic, environmental, cultural, and social development at the local level. The municipalities' local development plans and proposed investment opportunities pave the way for municipalities to define and adopt a local development approach that contributes to improving community participation, enhancing the developmental role of municipalities, creating jobs, and increasing investment opportunities, thereby ultimately creating prosperous and resilient communities.</p>	<p>Interventions</p> <p>Economic development</p> <ul style="list-style-type: none"> ■ Governorates and municipalities develop improved strategic and development plans. ■ Support the development and implementation of investment projects identified in strategic and development plans to create job opportunities. ■ Increase job opportunities through allocation of land to productive purposes and projects. ■ Promote public-private partnerships through improved infrastructure and legal and regulatory environment. ■ Encourage home-based business registration and licensing. ■ Empower women economically through programs and projects focusing on women. <p>Local development and infrastructure</p> <ul style="list-style-type: none"> ■ Support municipalities through development and infrastructure projects funded by international donors and the private sector. ■ Monitor and update development needs and priorities at the governorate and municipal levels through a participatory approach on an annual basis. ■ Empower the role of municipal local development units. ■ Create a comprehensive database for governorates and municipalities as a tool for development planning and decision-making.
Partners	<ul style="list-style-type: none"> ■ Relevant directorates and units at the Ministry and municipalities ■ Cities and Villages Development Bank ■ The Ministry of Planning and International Cooperation ■ Ministry of Labor ■ International organizations and donors ■ Governorate councils ■ Private sector ■ Civil society organizations ■ Greater Amman Municipality ■ Jordan Investment Commission ■ Public-Private Partnership Unit at the Prime Ministry 	
Department/management unit	Local Development Directorate	

Measurement Indicators

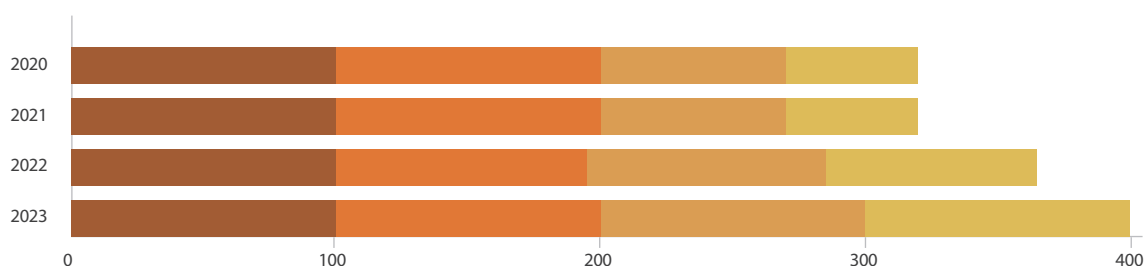


Strategic Goal: Promote citizen participation in the local development decision-making process

National Goals Dimension

Goal description	Promote citizen participation among individuals and civil society organizations in the local development decision-making process through participation in the development of budget “needs lists” at their respective municipalities; and regular communication between citizens and their respective local administrations through multiple channels to ensure effective participation in the development decision-making process by governorate and municipal councils.	Interventions <ul style="list-style-type: none"> ■ Develop and update “needs lists and local development priorities at the municipal and governorate levels annually, in a participatory approach. ■ Awareness and information campaigns to educate citizens on their roles in the local development process in partnership with their respective elected councils. ■ Capacity building for members of municipal and governorate councils, and provide them with required tools and international best practices for engaging with citizens, such as through public meetings, town hall meetings, and social media. ■ Support municipalities in creating communications and community outreach divisions within their organizational structure to engage effectively with all community segments and civil society organizations.
Partners	<ul style="list-style-type: none"> ■ Relevant directorates and units at the Ministry ■ Municipal councils ■ Governorate councils ■ International donors 	
Department/management unit	<ul style="list-style-type: none"> ■ Directorate of Municipal and Local Councils ■ Local Development Unit 	

Measurement Indicators



Benchmark
year value

100% ■ Percentage of “needs lists” and local development priorities developed or updated using a participatory approach

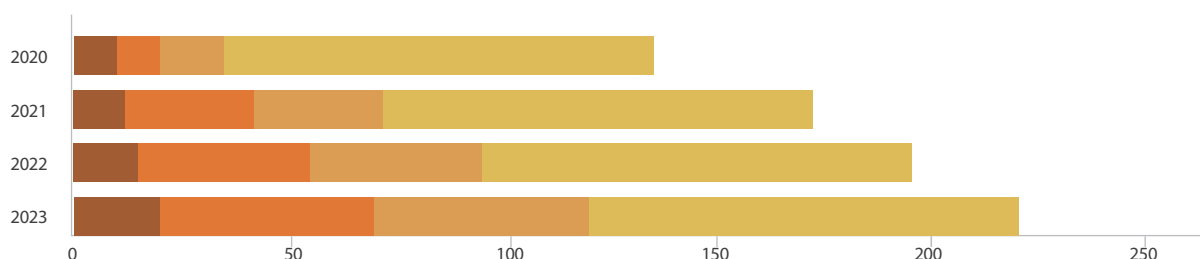
- ■ Percentage of educational and awareness campaigns implemented out of the total number planned

32% ■ Percentage of municipalities that establish communications and outreach divisions (cumulative)

33% ■ Percentage of municipalities that have applied outreach mechanisms (at least once) to identify community development needs

Strategic Goal: Achieve target of becoming “smart” municipalities		
Stakeholders Dimension		
Goal description	Enable municipalities to efficiently complete internal and external processes for financial, technical, and administrative services provided to citizens and stakeholders through automation.	Interventions <ul style="list-style-type: none"> ■ Support and strengthen municipalities’ implementation of technology through infrastructure, equipment, and software. ■ Build automated, digital platforms and smartphone applications. ■ Automate and re-engineer municipal processes. ■ Automate processes between the Ministry and municipalities. ■ Train relevant municipal staff on how to use and manage automated services with the Ministry and citizens. ■ Organize awareness campaigns to encourage citizens to utilize the automated services.
Partners	<ul style="list-style-type: none"> ■ Municipalities ■ Relevant Ministry directorates and units ■ Ministry of Digital Economy and Entrepreneurship 	
Department/management unit	<ul style="list-style-type: none"> ■ Directorate of Information Technology and Digital Transformation 	

Measurement Indicators



Benchmark
year value

7 ■ Number of systems automated in municipalities

7 ■ Number of automated services available in municipalities

7 ■ Number of automated services with smartphone applications

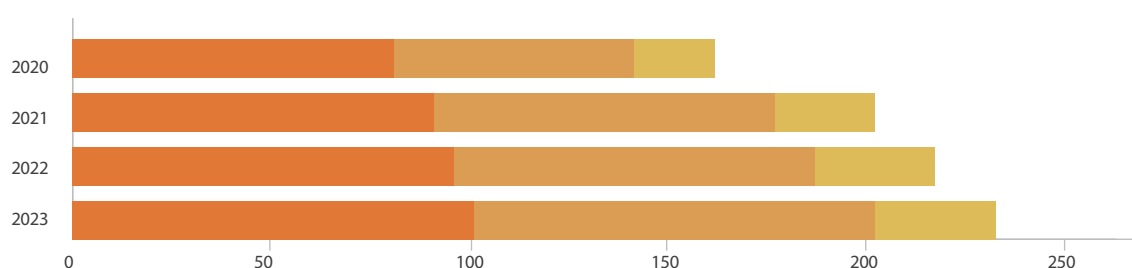
100% ■ Percentage of relevant staff trained to use automated services out of the total number required

Strategic Goal: Empower councils to perform and exercise their responsibilities and coordinate with each other

Stakeholders Dimension

Goal description	Enable governorate and municipal councils to perform their tasks and duties per relevant laws and regulations governing their work, i.e., developing and approving strategic plans and preparing participatory and gender-responsive budgets, consistent with clear standards, available funds, and tools provided by the Ministry for accomplishing these tasks.	Interventions <ul style="list-style-type: none"> Capacity building for elected councils on their duties per related laws and regulations. Enhance municipal councils' capacity on financial matters, including the collection of fees and payments due (accruals), and the preparation of participatory and gender responsive budgets based on clear standards and available funds. Promote participatory relationships, coordination and cooperation among local administrations; to achieve integration of services and development.
Partners	<ul style="list-style-type: none"> Relevant Ministry directorates and units Municipal councils Governorate councils International organizations and donors 	
Department/management unit	<ul style="list-style-type: none"> Directorate of Municipal and Local Councils 	

Measurement Indicators



Benchmark
year value

- ■ Percentage of municipal council heads and members trained out of the total target (cumulative)

- ■ Percentage of governorate council heads and members trained out of the total target (cumulative)

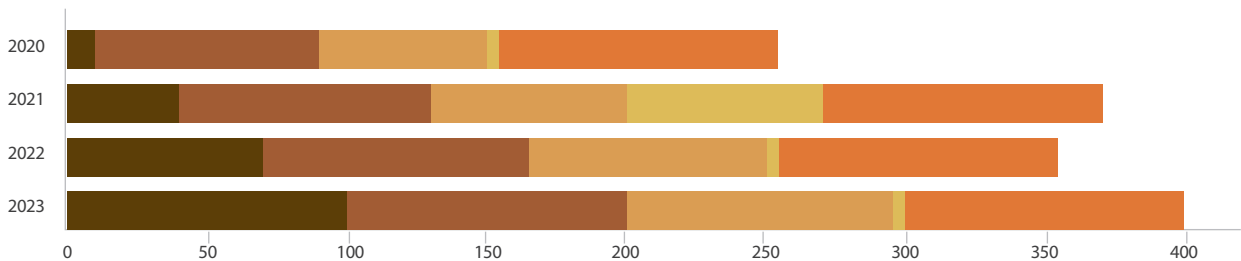
17% ■ Percentage of fees and payments collected out of total accruals (cumulative)

Strategic Goal: Strengthen internal and external communications among the Ministry's directorates, local administrations, and the media

Internal Processes Dimension

Goal description	Enhance channels of communication between internal and external stakeholders by designing media policies and programs and building the capacities of respective ministry and local administration staff on engagement with the media.	Interventions <ul style="list-style-type: none"> ■ Develop an internal and external communications strategy in support of local administration. ■ Create specialized media teams.
Partners	<ul style="list-style-type: none"> ■ Relevant ministry directorates and units ■ Local administrations ■ Related ministries and government institutions 	
Department/management unit	<ul style="list-style-type: none"> ■ Public Relations and Media Unit 	

Measurement Indicators



Benchmark
year value

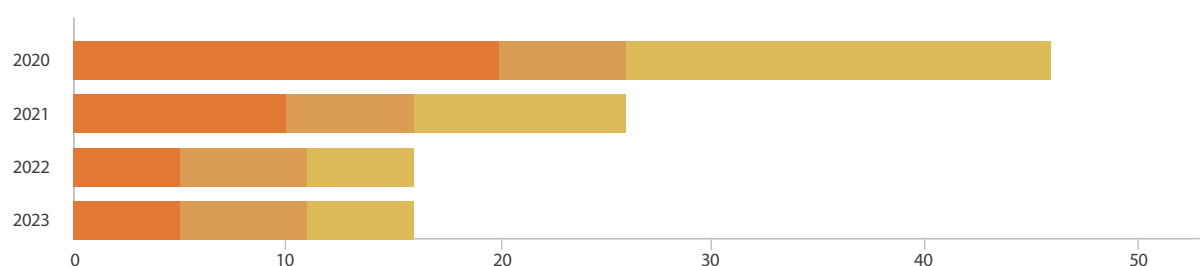
- Percentage of communication programs implemented out of the total included in the ministry's communication strategy
- Percentage of media training programs implemented (cumulative)
- Number of ministry and local administration staff trained on communications and outreach (cumulative)
- Number of periodic meetings and sessions with the media
- Percentage of news items on local administration published by the media

Strategic Goal: Support municipal and governorate councils with the legal and regulatory framework for effective exercise of their responsibilities

Internal Processes Dimension

Goal description	Conduct a comprehensive study and review of all legislation governing local administration in consultation with all stakeholders, and facilitate the development of a legal and regulatory framework in support of local administration that regulates relevant sectors, contributes to improving the quality of performance, and assists local administrations in performing responsibilities in alignment with Royal Visions.	Interventions <ul style="list-style-type: none"> ■ Contribute to the development of laws and regulations governing local administration. ■ Conduct periodic evaluation of governing laws and regulations. ■ Issue circulars, manuals, and directives guiding implementation of legislations and regulations as needed. ■ Examine legislation that conflicts with the roles and responsibilities of the Ministry of Local Administration. ■ Facilitate awareness sessions for ministry staff on legislations and regulations relating to local administration. ■ Facilitate awareness sessions for council members and citizens on legislation and regulations relating to local administration.
Partners	<ul style="list-style-type: none"> ■ Municipalities, joint services councils, local administrations and related committees ■ Legislation and Opinion Bureau ■ Relevant ministry directorates and units ■ International organizations and donors 	
Department/management unit	<ul style="list-style-type: none"> ■ Legal Affairs Unit 	

Measurement Indicators

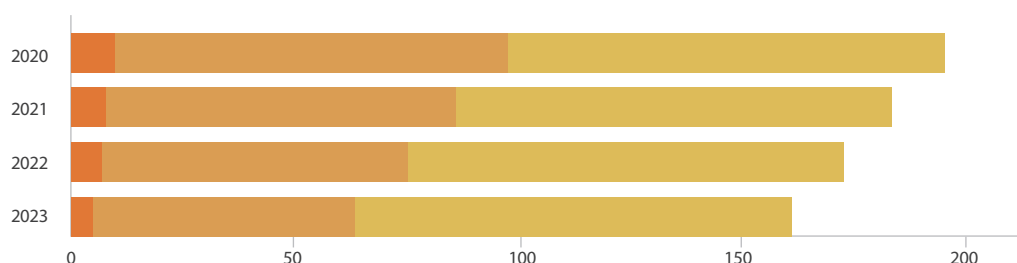


Benchmark
year value

- ■ Number of periodic reviews of governing laws and regulations
- ■ Number of awareness sessions held on laws and regulations
- ■ Number of circulars, manuals, and directives issued guiding implementation of legislation

Strategic Goal: Enhance local administrations' conformance with laws, regulations, and directives		
Internal Processes Dimension		
Goal description	Oversight of local administrations through periodic inspections and audits to ensure optimal implementation of laws, regulations, and directives to improve efficiency and the quality of service delivery.	Interventions <ul style="list-style-type: none"> ■ Increase communication and coordination among external partners and ministry directorates, and increase support as needed to improve oversight, enhance the quality of inspection teams and investigative committees, and expedite the selection of teams and committee members. ■ Intensify awareness and information campaigns targeting citizens, local administrations' staff, and oversight teams and committees. ■ Increase prevention efforts.
Partners	<ul style="list-style-type: none"> ■ Integrity and Anticorruption Commission ■ Audit Bureau ■ Relevant ministry directorates and units 	
Department/management unit	<ul style="list-style-type: none"> ■ Municipal Inspection Department 	

Measurement Indicators



Benchmark
year value

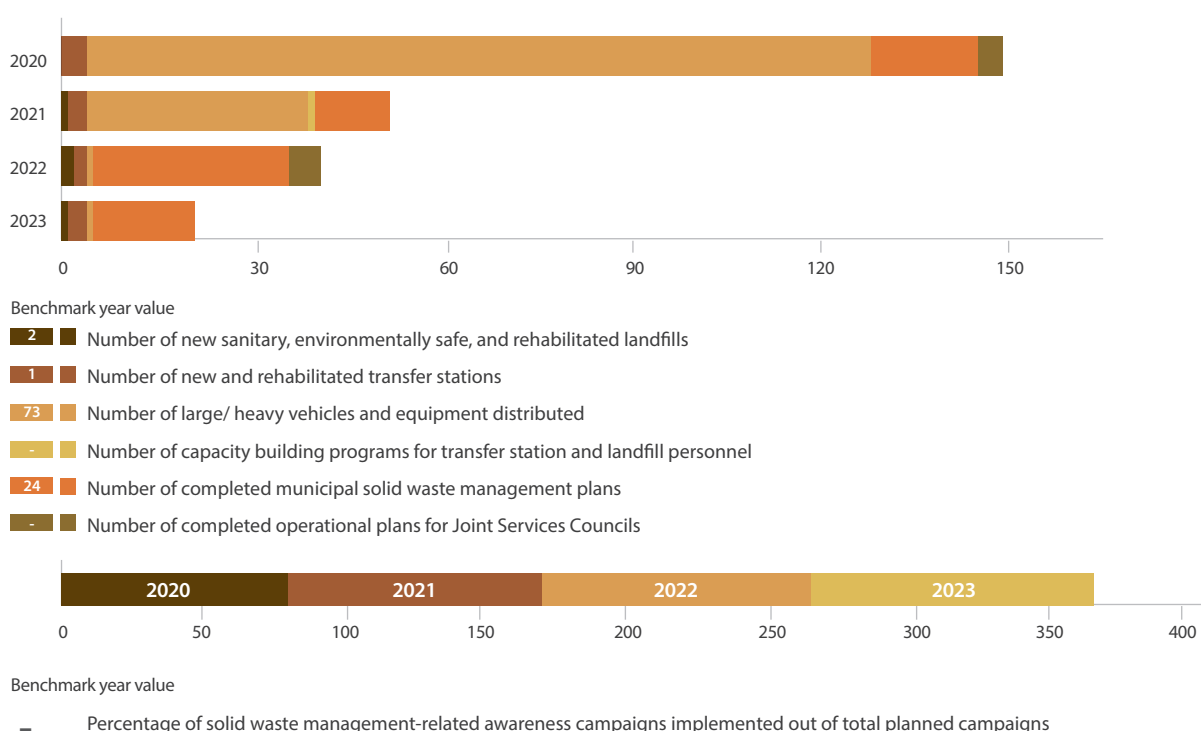
- 15 ■ Number of cases referred to the Integrity and Anticorruption Commission (reduced)
- 100 ■ Number of letters relating to oversight and requests for clarifications (reduced)
- 100% ■ Percentage of resolved complaints received through the government complaint platform

Strategic Goal: Transition from traditional solid waste management systems to a modern, effective, integrated, sustainable, sanitary, and environmentally safe system of waste management

Internal Processes Dimension

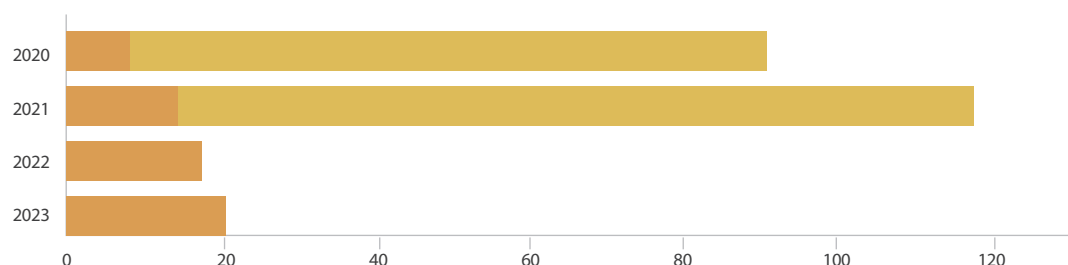
Goal description	Changes in household solid waste management in Jordan may directly and indirectly impact the national economy and citizens' standard of living. Such changes may contribute to job creation as Jordan transitions from an inefficient, expensive and environmentally unsafe solid waste management system to a modern integrated system based on the principle of "Reduce, Reuse and Recycle". Establish and operate a solid waste management system that provides a high quality, cost effective, efficient, environmentally safe, and sanitary service that contributes to improved public health by limiting sources of pollution and reducing waste collection and transportation costs with efficient route planning of waste collection, establishment of transfer stations, and reduced waste delivered to landfills through reducing, reusing and recycling processes.	Interventions <ul style="list-style-type: none"> Review and update solid waste management laws and regulations. Promote public awareness and education on solid waste management. Monitor and oversee solid waste management operational and environmental performance. Improve cost recovery for solid waste disposal operations through a "cost accounting" approach by Joint Services Councils.
Partners	<ul style="list-style-type: none"> Relevant ministry directorates and units Public sector institutions International organizations and donors Municipal and governorate councils 	
Department/ management unit	<ul style="list-style-type: none"> Solid Waste Management Directorate 	

Measurement Indicators



Strategic Goal: Develop regional development master plans for municipalities across Jordan		
Internal Processes Dimension		
Goal description	Develop regional master plans with clear organizational, development, economic, and environmental goals and objectives to serve as a reference for urban planning and management of investments, with an ultimate objective of achieving sustainable development at the municipal level.	Interventions <ul style="list-style-type: none"> ■ Collect and analyze data, e.g., socio-economic, environmental, and service needs. ■ Create a comprehensive database of regional studies. ■ Communicate continuously with councils on urban planning, land division, and land use and, in parallel with community groups and investors for projects within the respective study areas to collect feedback and identify local community priorities. ■ Develop visualizations of comprehensive regional master plans e.g., zoning, land use, traffic flow, environmental conservation, etc., consistent with applicable laws and regulations.
Partners	<ul style="list-style-type: none"> ■ Relevant ministry directorates and units ■ Related ministries and government institutions ■ Municipalities ■ International organizations and donors ■ Private sector 	
Department/management unit	<ul style="list-style-type: none"> ■ Master Planning Unit 	

Measurement Indicators



Benchmark
year value

8 Number of regional master plans approved by the Higher Planning Council (cumulative)

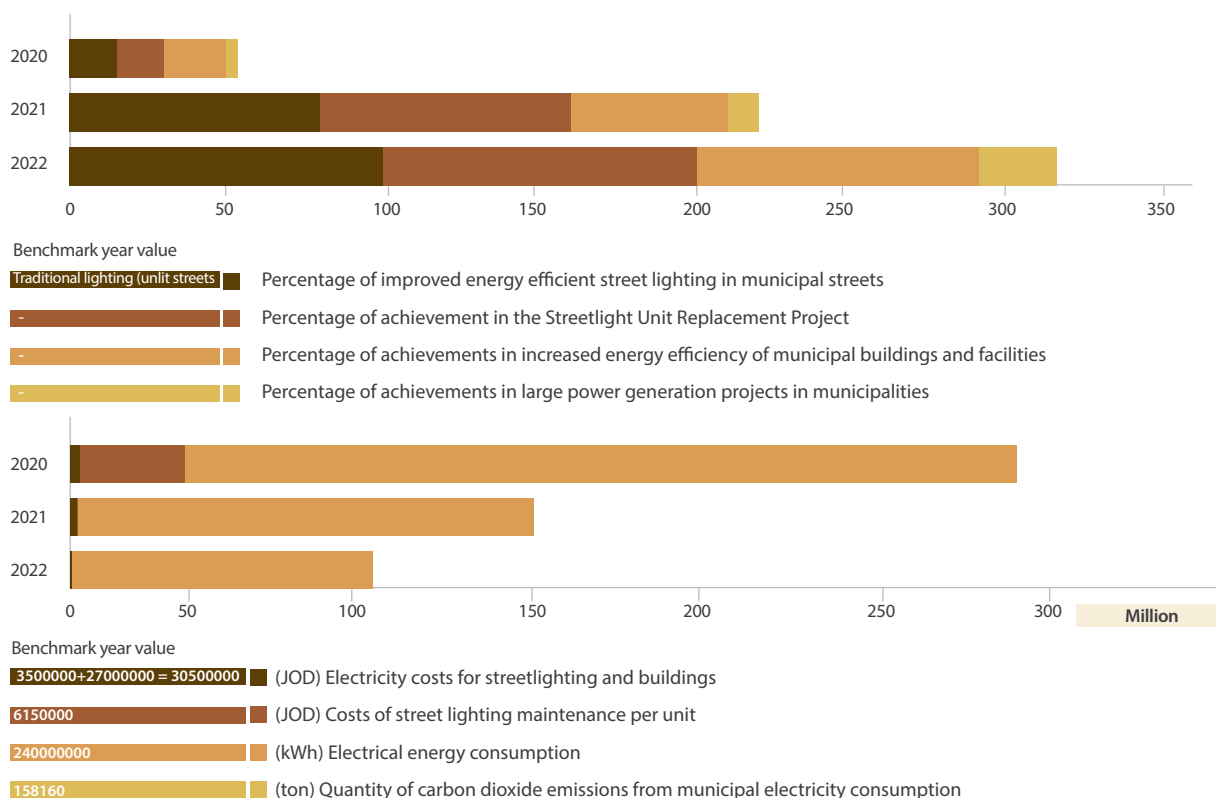
35% Percentage of completion of master plans for Al Jiza, Muwaqqar, and Ramtha

Strategic Goal: Reduce municipal energy costs by providing alternative solutions

Internal Processes Dimension

Goal description	Reduce energy cost by adopting energy saving measures for municipal buildings, facilities, and street lighting, and producing electricity from renewable sources to reduce municipal energy costs.	Interventions <ul style="list-style-type: none"> ■ Improve energy efficiency by replacing traditional street lighting with LED units. ■ Improve energy efficiency of municipal buildings and facilities. ■ Establish small-scale power stations (net metering), including use of photovoltaic cells on municipal buildings and facilities. ■ Build large-scale electric power generation stations (transit transport) using photovoltaic cells systems and/or wind power on municipal-owned land to reduce energy costs, especially from street lighting. ■ Implement energy saving measures in municipalities.
Partners	<ul style="list-style-type: none"> ■ Relevant ministry directorates and units ■ Municipalities ■ Ministry of Energy and Mineral Resources ■ Ministry of Planning and International Cooperation ■ Ministry of Environment ■ Ministry of Agriculture ■ Energy and Minerals Regulatory Commission, ■ National Electric Power Company, and electrical power distribution companies ■ International organizations and donors ■ Cities and Villages Development Bank 	
Department/management unit	<ul style="list-style-type: none"> ■ Directorate of Procurements and Projects 	

Measurement Indicators



Strategic Goal: Re-engineer processes and facilitate implementation of improved processes by the Ministry		
Learning and Growth Dimension		
Goal description	Re-engineer processes relating to services provided by the Ministry and municipalities, and clarify the roles and responsibilities of local administration for upgrading quality of service, reducing time and effort, and increasing the level of satisfaction of internal and external stakeholders.	Interventions <ul style="list-style-type: none"> ■ Identify services provided by the Ministry, municipalities, and local administrations, and classify them them, i.e., internal and external services. ■ Review the Ministry's current procedures to reflect its new role. ■ Draft new procedures per the Ministry of Local Administration's new role. ■ Conduct capacity building programs for relevant Ministry and local administration's staff on the new procedures.
Partners	<ul style="list-style-type: none"> ■ Relevant ministry directorates and units ■ Municipalities ■ Ministry of Energy and Mineral Resources ■ Ministry of Planning and International Cooperation ■ Ministry of Environment ■ Ministry of Agriculture ■ Energy and Minerals Regulatory Commission, ■ National Electric Power Company, and electric power distribution companies ■ International organizations and donors ■ Cities and Villages Development Bank 	
Department/management unit	<ul style="list-style-type: none"> ■ Directorate of Training and Institutional Development 	

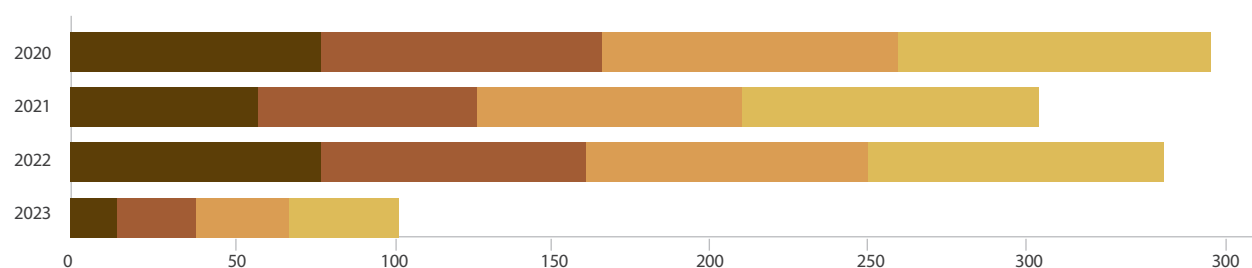
Goal Measurement Indicator	Benchmark year value	Target			
		2020	2021	2022	2023
Percentage of procedural steps simplified or reduced	-	20%	30%	-	-
Number of completed workshops targeting Ministry directorates/ departments on new procedures	-	Workshop per directorate/ department	Workshop per directorate/ department	Workshop per directorate/ department	Workshop per directorate/ department
Number of re-engineered services in municipalities	-	56	-	-	-

Strategic Goal: Build the capacity of staff within the Ministry and local administrations

Learning and Growth Dimension

Goal description	<ul style="list-style-type: none"> Design and implement a set of policies and programs for human resources capacity building for Ministry and local administrations' staff to achieve set goals and enhance levels of performance 	Interventions <ul style="list-style-type: none"> Analyze and identify training needs for all levels of staff in the Ministry and local administrations to achieve the Ministry's vision, mission, and strategic goals. Develop and implement a training plan. Create a comprehensive and integrated training database. Cooperate with international organizations and donors to implement training programs.
Partners	<ul style="list-style-type: none"> Local administrations Relevant Ministry directorates and units Training service providers International organizations and donors 	
Department/management unit	<ul style="list-style-type: none"> Directorate of Training and Institutional Development 	

Measurement Indicators

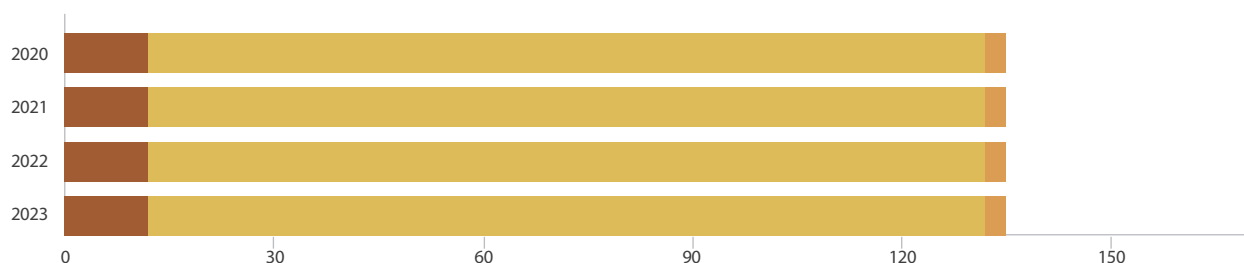


Benchmark
year value

- Percentage of training programs completed out of total planned
- Percentage of staff who participated in the completed training programs relative to the total number targeted
- Percentage of improvement in skills and knowledge of participants in training programs
- Number of female staff trained relative to total staff trained (when identifying and measuring this indicator, the ratio of female staff in the Ministry to the total number of staff should be considered)

Strategic Goal: Integrate and promote gender equity and social inclusion in local administration		
Learning and Growth Dimension		
Goal description	Mainstream gender equity and social inclusion concepts in local administration by identifying the needs, priorities, and interests of all individuals and community groups, including men, women, youth, the elderly, persons with disabilities, and any individuals or groups susceptible to marginalization. Respond to identified needs by integrating them in Ministry processes and plans.	Interventions <ul style="list-style-type: none"> ■ Form a gender equity and social inclusion technical team representing all Ministry directorates. ■ The Ministry's technical team completes a training of trainers (TOT) program on gender equity, women empowerment, and equal opportunity in local administration, to lead inclusion efforts, train Ministry staff, and monitor progress. ■ Hold annual workshops with the participation of staff representing the Ministry's directorates.
Partners	<ul style="list-style-type: none"> ■ Ministry directorates, departments, divisions and units 	
Department/management unit	<ul style="list-style-type: none"> ■ Directorate of Training and Institutional Development 	

Measurement Indicators



Benchmark
year value

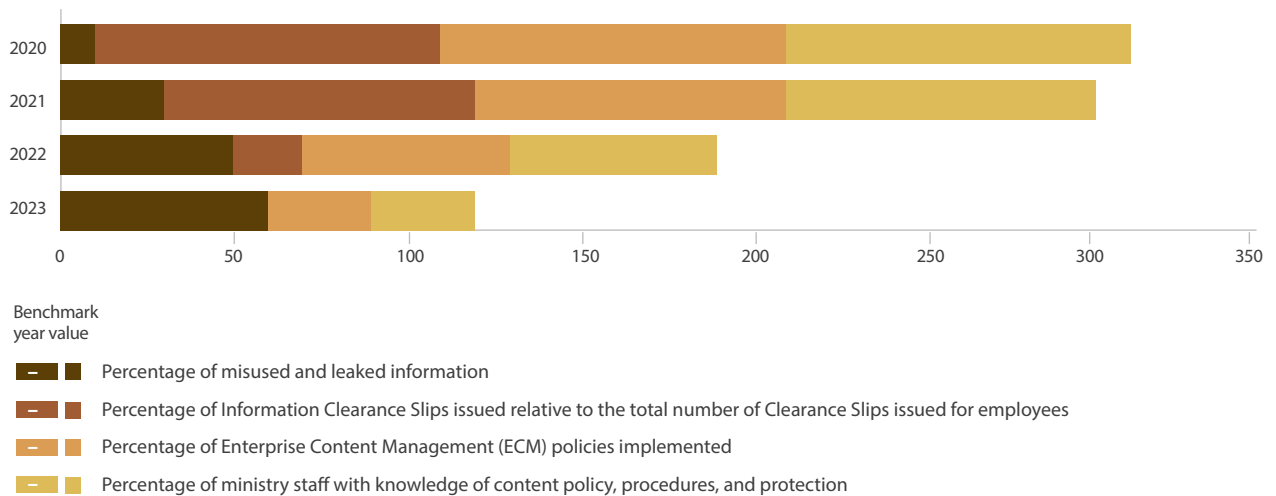
- Number of Gender Equity Technical Team staff participating in TOTs on Gender Equity and Social Inclusion
- Number of staff who receive training on gender equity and social inclusion in local administration
- Number of reports the Gender Equity Technical Team issues on monitoring gender equity and social inclusion and mainstreaming procedures across all local administration processes

Strategic Goal: Develop knowledge management system at the Ministry

Learning and Growth Dimension

Goal description	Collect and identify information on knowledge and skills needed for the Ministry's work, provide and facilitate the use of content management tools by relevant staff, and ensure the protection and security of information.	Interventions <ul style="list-style-type: none"> ■ Introduce policies and procedures on content management and protection. ■ Map the Ministry's desired knowledge and skills, and familiarize all staff with it. ■ Develop a content permission/access system, and facilitate its use. ■ Educate Ministry staff on policies and procedures for content management and protection.
Partners	<ul style="list-style-type: none"> ■ Ministry directorates, departments, divisions, and units 	
Department/management unit	<ul style="list-style-type: none"> ■ Quality Assurance Unit 	

Measurement Indicators



Annexes

Annex I: Analysis of interview outcomes of Ministry of Local Administration employees and partners

Ministry of Local Administration Vision				
Cities and Villages Development Bank	Heads of Governorate Councils	Executive Managers	Mayors	Senior Management at the Ministry of Local Administration
	<ul style="list-style-type: none"> ■ A Ministry leading decentralization 		<ul style="list-style-type: none"> ■ Supervision and oversight in line with the Ministry's new role (repeated). ■ Sustainable local development. ■ A Ministry of equity and equal opportunity. ■ Municipalities develop towards "smart" self-sufficient municipalities. ■ A Ministry governed by contemporary legislation focusing on rural areas to achieve balanced development. ■ A technical and administratively competent Ministry supporting municipalities (repeated). 	<ul style="list-style-type: none"> ■ Strong and integrated municipalities capable of providing all necessary municipal data (repeated). ■ A strong competent Ministry capable of implementing all elements of local administration. ■ Implemented local administration towards comprehensive and sustainable local development.
<ul style="list-style-type: none"> ■ A financial, oversight and organizational, policy-setting role. ■ A plan developed for municipalities to become capable of self-management. 	<ul style="list-style-type: none"> ■ Equitable support for governorate councils and municipal councils. ■ A Ministry implementing legislation governing the work of councils. ■ Government commitment to decentralization and governorate council matters. 	<ul style="list-style-type: none"> ■ An active partnership between the Ministry and municipalities in development of laws and regulations to be responsive to needs of residents. ■ The Ministry has a legislative role and supports municipalities through clear legislation. 	<ul style="list-style-type: none"> ■ Achieve comprehensive development, and enhance services and investment. ■ Enable municipalities to facilitate local development. ■ Achieve actual independence of municipalities. 	<ul style="list-style-type: none"> ■ Transition from focusing on municipal affairs to implementing local administration. ■ Introduce a general policy on local administration. ■ The Ministry sets policies and goals and monitors performance. ■ The Ministry pursues joint projects among municipalities at the governorate level.

Ministry of Local Administration Vision				
Cities and Villages Development Bank	Heads of Governorate Councils	Executive Managers	Mayors	Senior Management at the Ministry of Local Administration
	<ul style="list-style-type: none"> ■ A framework outlining a close working relationship among local administrations. ■ Governorate councils participate in developing national policies. ■ Expansion of governorate council and executive council powers. ■ Increase governorate budgets (repeated). ■ Grant powers to governorate councils to collect council revenues. 	<ul style="list-style-type: none"> ■ Uphold the rule of law in dealing with the municipalities. ■ The Ministry's role is regulatory. ■ The Ministry cooperates with municipalities to reinforce development efforts. ■ The Ministry participates in developing municipal strategies. ■ The Ministry's role is regulatory, e.g., regulating relationships among elected councils. 	<ul style="list-style-type: none"> ■ The relationship between the Ministry and municipalities should be transparent and based on mutual respect and professionalism. ■ Introduce a general policy on local administration at the national level. ■ The Ministry reinforces partnerships with the private sector to attract investments. ■ The Ministry, in addition to its financial support role, exercises an advisory and oversight role. ■ The Ministry leads development efforts by ensuring alignment of governorate and municipal plans with national strategies. 	<ul style="list-style-type: none"> ■ The Ministry brings elements of local administration together, integrates performance, and ensures harmony and integration among municipalities and governorate councils towards realizing development goals. ■ Practice a supervisory, oversight, and coordination role in implementing local administration (most frequently repeated). ■ Enhance the supervisory and development role, and provide consultations to municipalities and governorates. ■ Support municipalities to create jobs. ■ Facilitate investment in municipalities through improved infrastructure. ■ Increase informative and educational media messaging on local administration, and mainstream local administration concepts internally and externally. ■ Abolish the High Organization Council and delegate its powers to governorate committees to facilitate local administration.
<ul style="list-style-type: none"> ■ Build municipal staff capacity. ■ Train municipal staff and elected council members on local administration concepts. 	<ul style="list-style-type: none"> ■ Strengthen Ministry staff capacities in local administration. ■ Provide each governorate council with a specialized technical team. 	<ul style="list-style-type: none"> ■ Automate all processes. ■ Increase digital connectivity. ■ Competent technical staff are resources to municipalities. 	<ul style="list-style-type: none"> ■ Increase Ministry staff awareness, and develop their capacities to face the challenges of the coming phase (repeated). 	<ul style="list-style-type: none"> ■ Integrate elected councils. ■ Empower councils and staff. ■ Define services sectors that are under municipal responsibilities. ■ Grant municipalities the right to independently collect other fees and revenues.

Ministry of Local Administration Vision				
Cities and Villages Development Bank	Heads of Governorate Councils	Executive Managers	Mayors	Senior Management at the Ministry of Local Administration
<ul style="list-style-type: none"> ■ Build Ministry staff capacity to implement the Ministry's new role. ■ Re-engineer procedures and document all processes to systemize work. ■ Review criteria used in classifying/categorizing municipalities. ■ Institutionalize a training institute for capacity building of Ministry and municipal staff. ■ Initiate knowledge management for all municipalities. ■ Manage change in the Ministry's culture consistent with implementation of local administration concepts. 	<ul style="list-style-type: none"> ■ Enhance the capacities of senior management and other Ministry staff in the area of local administration (repeated). ■ Provide each governorate council with a specialized technical team. ■ Assign specialized technical staff to monitor progress of local administration. ■ Provide awareness training for local administrations on their responsibilities, powers, and roles. 	<ul style="list-style-type: none"> ■ New organizational structures for municipalities, with clear job descriptions. ■ Delegation of powers/responsibilities, simplification of procedures, and increased oversight. ■ Strengthen communication between the Ministry and municipalities. 	<ul style="list-style-type: none"> ■ Support the transition to "smart" municipalities, characterized by fast and accurate access to data. ■ Consider municipalities' comparative advantages in the Ministry's dealings with municipalities, e.g., government fund transfers. ■ Strengthen communication channels between the Ministry and municipalities (repeated). ■ Develop a succession plan for Ministry staff (repeated). ■ Automate Ministry processes. ■ Expedite Ministry approvals of municipal budgets. ■ Grant municipalities greater independence. ■ Develop Ministry oversight and audit processes for municipalities. ■ Facilitate the transition to automation and digital connectivity. ■ Facilitate open communication and knowledge exchange between municipalities and Ministry directorates (repeated). ■ Set criteria for municipal employee performance evaluations. 	<ul style="list-style-type: none"> ■ Municipalities are granted increased powers and independence (repeated). ■ Develop a new organizational structure and job descriptions in line with the Ministry's new role, with the addition of an organizational unit to support local administration (repeated). ■ Build up an organizational culture by strengthening capacities of existing, competent staff to manage the new phase of local administration within municipalities and the Ministry (repeated). ■ Develop new directives on local administration. ■ Automate services, build knowledge management, and improve electronic connectivity. ■ Enhance institutions within the Ministry and introduce procedures enabling councils to effectively implement their responsibilities. ■ Identify and define channels of communication among elected councils and specify their powers. ■ Develop Ministry action plans. ■ Develop standardized manuals guiding the implementation of local administration. ■ Develop Ministry staff capacity to oversee and audit municipalities. ■ Build governorate council members' capacity to review and respond to municipal needs lists.

Ministry of Local Administration Partners				
Cities and Villages Development Bank	Heads of Governorate Councils	Executive Managers	Mayors	Senior Management at the Ministry of Local Administration
<ul style="list-style-type: none"> ■ Related ministries, national bodies, and government institutions. ■ Donors. 	<ul style="list-style-type: none"> ■ Related ministries, national bodies, and government institutions. ■ Local administrations. 	<ul style="list-style-type: none"> ■ Related ministries, national bodies, and government institutions. ■ Local administrations. ■ Donors. 	<ul style="list-style-type: none"> ■ Municipalities. ■ Related ministries, national bodies, and government institutions. ■ Contractors. ■ Private sector. ■ Citizens. 	<ul style="list-style-type: none"> ■ Related ministries, national bodies, and government institutions. ■ Citizens. ■ Municipalities. ■ Contractors. ■ Donors.
Gender Equity and Social Inclusion				
<ul style="list-style-type: none"> ■ Cooperation with partners specialized in gender issues is necessary for integrating gender equity concepts across local administrations, e.g., Jordanian National Commission for Women, and Higher Council for the Rights of Persons with Disabilities. 	<ul style="list-style-type: none"> ■ All groups of society should benefit equitably from governorate projects, which should be listed in budgets with adequate allocation of funds (repeated). 	<ul style="list-style-type: none"> ■ Build municipal staff capacity on gender equity and inclusion concepts and application (repeated). 	<ul style="list-style-type: none"> ■ Uphold the Jordanian Constitution, legislation, and strategies, and implement principles of gender equity and inclusion by mayors and all municipalities. ■ Integrate gender and inclusion concepts into municipal responsibilities and services (repeated). ■ Empower women in municipalities to support local development. ■ Support investment enterprises that empower women economically. ■ Create an accessible environment for persons with special needs. 	<ul style="list-style-type: none"> ■ Enhance Ministry organizational and procedural capacities in the area of gender equity and inclusion. ■ Form a gender equity and inclusion technical team representative of all Ministry directorates to integrate those development concepts in local administration. ■ Implement gender responsive budgets in the Ministry, municipalities, governorates, and development projects. ■ Build Ministry senior management and staff capacity in gender equity and inclusion concepts and applications (repeated).

Annex II: Ministry of Local Administration Strategic Plan- Action Plan

Strategic Goal	Intervention	Activity	Implementation Officer	Implementing Partners	Target			
					2021	2022	2023	2024
	Intervention One	Activity 1						
		Activity 2						
		Activity 3						
		Activity 4						
	Intervention Two	Activity 1						
		Activity 2						
		Activity 3						
		Activity 4						
	Intervention Three	Activity 1						
		Activity 2						
		Activity 3						
		Activity4						

References

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2. High Throne Speech of His Majesty King Abdullah II, opening the Second Ordinary Session of the 18th Parliament, November 12, 2017
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8. Municipalities Law No. 41 of 2015
9. Ministry of Municipal Affairs previous Strategic Plans
10. Draft Law on Local Administration, 2020



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