



RASHEED Jordanian Coalition for Integrity and Transparency

Local Integrity System Assessment Municipalities

Environment of Integrity in Na'our New Municipality

2014

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Project Team

To accomplish this study, RASHEED Jordanian Coalition for Integrity and Transparency, following the terms of implementation, formed a work team consisting of the following individuals:

- Ms. Raja Al-Hayari: RASHEED Coalition Chairman of the Board of Directors.
- Ms. Tharwat Abzakh: RASHEED Coalition Project Manager.
- Mr. Hussein Al-[Otaibi](#): Researcher.
- Mr. Emad Abu Salih: Project Coordinator.

Steering Committee

A steering committee was formed of ten members representing public and private sectors, civil society, regulatory institutions, and Na'our New Municipality. This advisory committee contributed by organizing a meeting to review indicators and determine the concerned parties. Another meeting was convened to review the study and its recommendations and verify the validity of its results.

Members of the Steering Committee

- RASHEED Coalition: Ms. Raja Al-Hayari/ Chairman of the Board of Directors; Ms. Tharwat Abzakh/ Project Manager.
- Jordanian Parliament: Representative Adnan Al-Sawa'eer.
- Private sector: Mr. Muhammad Al-Musa'ida/ economist.
- Ministry of Public Sector Development: Engr. (Ms) Siham Al-Khawalida/ Director of Restructuring Unit.
- Anti-Corruption Commission: Mr. Salih Kanaan/ investigator; Mr. Abdulrahman Muhidat/ researcher.
- Na'our New Municipality: Mr. Musa Al-Sawa'eer/ mayor; Mr./ Office Chief.
- Women Activists of Na'our Province Association: Ms. Heba Labzou/ Association President.

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Our heartfelt thanks go to all concerned official institutions for their interaction and cooperation in providing all the information necessary to pursue the study. These bodies include

the Anti-Corruption Commission, Audit Bureau, Complaints Office, Independent Electoral Authority, National Human Rights Centre, and the Ministry of Municipal Affairs (MMA).

We cannot fail to express our appreciation to the various civil society organisations that willingly completed the questionnaire devised to gather information on municipal projects related to community accountability, as well as their efforts in raising awareness to combat corruption.

Local Integrity System Assessment - Municipalities

The trend towards transferring authority from the hands of central government powers to local administrations is on the rise globally. This process of decentralization has demonstrated that it improves decision-making capacities with regard to practical performance and supervision, as well as lessens the phenomenon of corruption in many cases.

The local integrity assessment system, which is a standardized system for key local institutions such as the municipal councils, executive councils, and local courts, could help ensconce integrity within the local community. Relative strengths in terms of the integrity of local authorities' work are measured in order to encourage higher standards of integrity, which in turn play a pivotal role in reducing the chances of corruption at the local level.

Transparency International has developed tools for studying local integrity systems within local authorities. These tools aim to:

- Assess the existence and effectiveness of procedures and mechanisms to enhance transparency, accountability, and integrity by combating corruption at the local level;
- Provide recommendations in various realms of reform;
- Formulate a work and follow-up plan to bolster local integrity in cooperation with local stakeholders.

These assessment tools may be used to monitor and evaluate progress in the local integrity system throughout the whole programme. They have been designed to establish a continuous and sustainable process of local improvements involving the participation of all local stakeholders.

Moreover, these local integrity system tools assess the internal governance of local authorities and the ability and roles of local actors in enhancing integrity. They also assess the capacity and effectiveness of supervision and accountability tasks.

Methodology:

The descriptive analytical approach was used in the preparation of this study with practical goals in mind. This approach seeks to describe the work environment of the various aspects of the municipalities sector (legal, institutional environment, procedural, and policy matters). The resulting study indicators are then applied to the selected municipality (in this case, Na'our municipality) to achieve the objectives of this study.

The municipalities' integrity system toolkit relies on a national system assessment study method devised by Transparency International. This toolkit is used to evaluate the internal governance of the municipality, the capacities of primary actors in the municipality and their role in enhancing the integrity of the system as a whole, as well as the extent of compliance with openness of decisions and information, opening the door to citizen participation, and examining the effectiveness of control and accountability functions.

Objectives:

The study aims to enhance the integrity system of municipalities through:

- Assessment of transparency of procedures and mechanisms for service provision, the effectiveness of the work system in municipalities, integrity and accountability of employees.
- Enhancement of the role of community groups in community accountability.
- Formulation of recommendations to enhance the integrity system of municipalities in cooperation with the target group.

To achieve these objectives, the study examines two interconnected components:

- Accountability (internal and external), which encompasses response to complaints, monitoring of the municipality, detection and investigation of corruption incidents, in addition to community accountability.
- Identification and assessment of public awareness and values rejecting corruption, examining their impact on public officials, employees, and external partners with the municipality.

Furthermore, towards its objective of assessing the role of key actors in the municipality, the study measures general indicators that are applied to municipal operation systems around the world. To this end, three dimensions will be measured:

1. Capacity to carry out tasks.
2. Role in enhancing integrity of the municipality's operations.
3. Internal governance including the practice of integrity, transparency, and accountability.

The following table details the indicators and dimensions which are the basis of the municipal integrity system assessment:

Indicator	Capacity	Role in enhancing integrity of the local bodies' operations	Internal governance		
			Integrity	Transparency	Accountability
Municipal Council					
Structural system (bureaucracy)					
Municipal courts					

Towards achieving the objectives of studying supervision and external accountability functions:

The study will focus on a set of supervision and accountability tasks including complaints response mechanisms, auditing and control of municipalities, detecting and investigating incidents of corruption, in addition to community accountability, level of public awareness and values rejecting corruption, level of familiarity with corruption and its impacts among public officials and external partners. With regard to every supervision and external accountability position, capacity and function dimensions will be studied.

The following table details the indicators and dimensions which are the basis for the assessment of supervision and external accountability positions:

Job Position	Capacity	Effectiveness
Response to complaints		
Auditing and control		
Central supervision of municipalities		
Investigation of corruption incidents		
Awareness-raising in anti-corruption and pressure action		
Community accountability		

Each indicator and function has dimensions that are measured via specific questions, which will be colour-coded.

The study will employ the following three colours to show the indicator evaluation:

Good	
Average	
Poor	

As used in the following example:

1.3 Monitoring of implementation performance.

Dimensions	Role		
Indicator number	1.3		
Indicator	Monitoring of implementation performance		
Question(s)	To what extent does the municipal council supervise the work of the executive body in the municipalities, make decisions, plan the budget, and participate in activities?		
Indicator evaluation	  		
Source of information			
Observations			
Recommendations		Groups targeted for advocacy	

Executive Summary

No doubt categorising municipalities and the municipal council as local governments is an accurate description of these councils. This “localness” is what distinguishes the municipality from the national government. This distinction does not just lie in the limited geographic scope of the local council’s mandate; rather, it lies – more importantly – in the proximity and direct contact between the municipal council and citizens. This proximity springs from a few basic realities including the daily need for the services that the municipal council offers to citizens, direct acquaintances between most citizens and members of the municipal council, direct communication with the majority of citizens, and the close familiarity with employees and workers in the council’s employment apparatus.

Moreover, council members are in the position to be accountable to the citizenry, who have the power to enable them to continue or be terminated from membership in the council through periodic elections. No doubt the desire of council members to win means they must gain the approval of the citizens who elect them. The basis of this approval lies in the citizen’s satisfaction with services provided by the municipal council in terms of quantity, timing, quality, competence, and cost. Nevertheless, the democratic game is not always honest. Candidates often resort to pleasing citizens or specific groups through means that have nothing to do with public services; rather, they serve the interests of specific individuals. This sometimes occurs through small incentives during specific timeframes coinciding with election seasons.

The manner in which citizen’s satisfaction is sought gives a clear picture of the level, quality, and competency of municipal services. Certainly the successful council is the one that gains the citizen’s satisfaction and confidence through diligent action to develop and provide the services citizens expect as service recipients. Any manifestations of weaknesses or failure of other councils are the outcome of trying to gain citizens’ satisfaction through means and methods far removed from the efficacy of services provided. Even more than that, this opens the way to wrongful practices marred by corruption. This starting point is a basic measure of integrity and transparency and reflects directly on the nature and standard of services and the potential of the region of the municipality to flourish under the administration of a given council.

Furthermore, Na’our municipality faces numerous challenges and obstacles as the rest of the municipalities in the Kingdome that could negatively affect performance, damage credibility, and cause citizens to lose confidence in the councils. These challenges include:

- Certain laws and regulations concerning the municipalities’ functions and trusteeship powers of the executive authority affect the municipalities’ work, such as those regarding the Council of Ministers and Ministry of Municipal Affairs.
- Lack of financial resources needed to implement and develop the infrastructure and provide services to citizens, and expending existing resources on the municipality’s administrative bodies.
- Lack of qualified and specialised human resources.
- Lack of the spirit of initiative and community participation because the local community is accustomed to the idea that the municipality is there to meet their demands without having to contribute or even pay any dues.

- Weak civil society organisations in terms of integrity, transparency, and community accountability at the local level.
- Weak local media, especially investigative reporting and journalism.

The results of the integrity system assessment conducted of local authorities in Na'our Municipality may be summarised as follows:

Table of assessment of basic actors in local authorities

Actor	Capacity	Role	Self-governance		
			Integrity	Transparency	Accountability
Municipal council	Red	Yellow	Yellow	Red	Yellow
Structural system (bureaucracy)	Yellow	Yellow	Yellow	Red	Yellow
Municipal courts	Green	Green	White	White	White

Table of assessment of external supervision and accountability tasks

Function	Capacity	Effectiveness
Response to complaints; objection, appeal, and request for information mechanisms	Green	Yellow
Auditing and control	Yellow	Yellow
Investigation of corruption incidents	Green	Yellow
Awareness-raising of anti-corruption and pressure actions	Red	Red
Community accountability	Red	Red

This table leads to the following conclusions:

Primary actors in the authority

- I. The Municipalities Law and corresponding regulations clearly govern the functions and authorities of the municipal council within the limits of the municipality area, although this could conflict with some tasks and powers of specialised government institutions.
- II. In spite of the administrative and financial autonomy of the municipalities, there is still a strong link with executive authorities. Many decisions and procedures needed to pursue the municipality's work require prior approvals from these authorities.
- III. The Municipalities Law defines the municipality's resources, whether those collected by the municipality or by specialised government institutions. Regulations, especially financial, indicate

the bodies responsible for the municipality's financial and accounting transactions, as well as their management, monitoring, and supervision.

What is more, Na'our Municipality suffers from a dearth of financial resources pre-set by law. This reflects negatively on its performance of delegated tasks in serving 120,000 citizens covering a geographic area of nearly 90 square kilometres.

- IV. Na'our Municipality operates within a clear framework. Its administrative apparatus is subject to the municipal employment system and the civil service system. The municipal council does not play a major role in hiring, promoting, and terminating the services of employees. These tasks are assumed by the employment affairs committee headed by the municipal chairman. Committee members include the Civil Service Bureau representative and the MMA representative.
- V. The Municipalities Law regulates all phases of municipal council elections. Nevertheless, these elections did not succeed in the representation of all segments of the community. Some parties boycotted the elections and there was a weak voter turnout of no more than 30% of voters. There were also some breaches of conduct although these did not greatly influence election results.
- VI. There is a lack of legal provisions and texts emphasising the transparency of information concerning municipal activities and decisions made by the municipal council and a lack of financial and administrative reports. This infringes the right of citizens' access to information even though there are clear and transparent regulations and mechanisms to ensure integrity and transparency of collection of taxes and fees.

At the same time, there are no systems to enhance integrity of the municipal council's work, such as records of behaviour, and regulations to prevent conflicts of interest, receiving gifts, or reporting corruption incidents.

- VII. The competent courts of various degrees and specialisations, such as the municipal court, court of first instance, and supreme court of justice, satisfactorily handle all cases and claims related to the municipality's work.

External monitoring and accountability functions

- I. Na'our Municipality lacks a special unit to field complaints. There is no public complaints system. Citizens may direct any grievances concerning the municipality to official national institutions such as the Anti-Corruption Commission, Complaints Bureau, Audit Bureau, and Ministry of Municipal Affairs.
- II. Na'our Municipality lacks a special unit for internal auditing and control although the three control institutions (Audit Bureau, Anti-Corruption Commission, and Complaints Bureau) play an effective role in monitoring and auditing municipal activities.
- III. The Anti-Corruption Commission works to detect pockets of corruption in any form in the municipality, including financial and administrative corruption.
- IV. None of the national institutions, civil society organisations, or local media outlets fulfil their role in raising public awareness of anti-corruption efforts in the municipality sector.

- V. Civil society organisations and investigative journalism fail to play an effective role in community accountability of local affairs. This is due to the lack of experts in CSOs and civil society's lack of concern with this and the restrictions laid down in laws that regulate journalistic work.

Considering the weak points in the municipality's performance that have negatively impacted the quality of its work, the following recommendations should be adopted:

1. Review the legislative and regulatory foundations of municipal work and develop them to conform to generally accepted standards of integrity, transparency, and accountability.
2. Situation analysis of municipalities; review potentials and capacities to achieve financial returns that enable better management of municipal affairs; develop tax collection mechanisms; discover new resources; and adopt the concept of participatory budgeting to activate citizens' role in local government.
3. Reinforce the value of integrity in municipalities by creating systems that address conflicting interests and record behaviour; strengthen the principle of transparency by adopting a policy of publishing administrative and financial reports.
4. Form specialised judicial authorities to handle corruption cases due to the seriousness of such cases and their negative impact on society. Qualified and specialised judges must be found to deal with these cases. Also needed is to bolster the role of public prosecutors and arrange capacity-building programmes for them.
5. Create complaint systems, internal auditing and control mechanisms, and performance assessments within the municipality.
6. Determine the legal repercussions of the municipality's failure to cooperate with monitoring by the Audit Bureau; formulate legislative frameworks that guarantee coordination between the three control institutions (Audit Bureau, Anti-Corruption Commission, and Complaints Bureau).
7. Focus on the role of the Anti-Corruption Commission in preventing corruption crimes from occurring. Develop its role and the role of local media and CSOs in raising public awareness of anti-corruption issues and activities.
8. Build capacities of CSOs in community accountability and skills development for those working in investigative journalism in this field.

Situation Analysis of Local Governance in Jordan

Local councils are organisations that employ the principle of administrative decentralization. Numerous laws have addressed this issue due to its significance for political, management, social and economic life. With administrative decentralization, the government transfers its powers in planning, management, and allocation of resources from the central administration to local units in the field. In other words, it is a method of distributing management functions between the central government and productive local authorities that pursue their tasks under the supervision and control of the government.

Municipalities are based on a set of principles, most importantly their existence as a legal entity which is the basis for defining their autonomy from the central government and determines whether the authority is decentralized or not. This is embodied in independent elected local councils that are subject to central governance.¹

Local authorities have many objectives, most significantly strengthening democracy and participation by the free selection of representatives of the population, training locals in managing their own affairs, and making decisions on their own affairs within a democratic atmosphere, by which they acquire political experience in managing public affairs. Another objective is to achieve administrative competence, especially with regard to urgent economic issues that are usually on the list of priorities for local action and to eliminate the burdensome bureaucracy of central government administration. Local authorities also contribute to linking the central government to its popular base, which reflects positively on the local population and meeting their economic needs.

In addition, Jordan has applied a local community approach comprised of three administrative divisions, as opposed to legal divisions, which are the governorates, municipalities, and town management systems.

The governorate system is based on the Administrative Entities Law No. 16 of 1962 which divided the Kingdom into governorates, provinces, counties, and districts. This system is more of an un-concentrated administrative system than it is a decentralized system because the governorate is part of the Ministry of Interior and is subject to its command and control. In reality, the governorate is closer to the central system of governance than it is to the decentralized system.

Although town councils no longer exist since the decision to integrate municipalities in 2001, the management system of towns was an important experiment that affected local affairs for nearly half a century.

The municipalities system in Jordan originated even before the state was established in 1921. There were ten municipal councils in 1920. The council in Irbid established in 1890 was the first and oldest of these councils in Jordan, followed by the municipal council in Al-Karak.

Jordan has been operating the local administration system ever since the early years of establishing the emirate of East Jordan. The objective was to provide services and facilities and develop local administration. Historic evidence of this is the issuance of the Municipalities Law in 1925 according to

¹ Article 3 of the Municipalities Law.

which the first municipal elections were conducted in the same year. Numerous laws followed culminating in the current law No. 7 issued in 2012.

Taking another look at various municipal laws we find that the various municipalities in Jordan started out as local government with full powers to manage their own affairs within certain limits. Their responsibilities include the provision of regulatory, educational, health, and cultural services in addition to daily tasks of serving the population. This continued until a great deal of powers and functions were withdrawn from the municipalities and transferred to the central government.

Legal Framework for Municipal Activities

The following presents the most significant laws and regulations concerned with municipal activities:

1- Jordanian Constitution

- Article 120 of the Constitution stipulates the administrative divisions and branches of government directorates, their levels and names, management approach, steps for hiring and firing and supervision of employees, and limits of powers and functions which are defined according to laws issued by the Council of Ministers and approved by the King.
- Article 121 of the Constitution states that municipal affairs and local councils are to be managed by the municipal or local councils in accordance with special laws.

2- Municipalities Law No. 7 of 2012

This law describes how municipalities are created and removed, how regions are delimited, functions and powers, resources, how council members are elected and relieved from their posts, and the body that supervises election processes. The law also addresses the powers of the Minister of Municipal Affairs in supervising municipal activities, including auditing and inspection of all financial and administrative transactions.

3- Law No. 79 of 1966 on City, Town, and Building Planning

This law defines the powers for planning cities and their administrative units, as well as the tasks of the Supreme Governance Council, regulatory committees of cities, provinces, and localities, provisions and conditions for the governance and division of land, and permits for organizations and buildings.

4- Law No. 54 of 2006 on Financial Disclosure

This law details the bodies that are required to present financial disclosure statements. The provisions of Article 2 of this law are applied to members of major municipalities and tendering and procurement commissions in the municipalities.

5- Law No. 35 of 2009 on Formation of Municipal Courts

This law governs the formation of municipal courts and determines the official bodies authorised to appoint judges, public prosecutors, and court employees and staff. It defines the court's functions in terms of handling cases of crimes that take place within the boundaries of the municipality and sets the allocations for each municipality.

6- Law No. 28 of 1999 on Professional Licenses

This law lays down the conditions for issuing licenses, including fees, application rules, renewal requests, fee percentages and how to collect them, and fines for pursuing the profession without a license. The law includes a table showing the costs of license fees for professions in all sectors.

7- Law No. 11 of 1954 on Building and Land Taxes within Municipalities

This tax is levied on housing structures, leased and commercial buildings, empty land, etc., that fall within the limits of the municipality. The law defines the tax percentage, how to calculate it, assessment/estimation procedure, powers of the assessment committees, how the committees are formed, submission of objections regarding assessments and appealing objection committee decisions, and fines levied against taxpayers who fail to pay their taxes.

8- Law No. 7 of 1993 on National Construction

This law encompasses a set of rules, conditions, and technical requirements for the establishment of construction projects of all kinds, such as buildings, roads, and bridges, and covers design, implementation, and maintenance phases. It obligates all government and municipal departments to abide by the construction codes adopted according to the provisions of this law.

9- Regulation No. 47 of 2000 on Administrative Apparatuses

This regulation defines the powers, functions and tasks of the governor, provincial governor, and county manager, according to their capacity as heads of public administration and the highest executive authorities in the governorate, province, and county. These powers include supervision of local councils and other tasks that intersect with the municipality's tasks.

10- Regulation No. 46 of 2000 as amended on Administrative Divisions

This regulation was issued in accordance with Article 120 of the Constitution which divides the administration of the Kingdom into 12 governorates and names the subdivisions of provinces and counties within each of these governorates.

11- Regulation No. 54 of 1961 regarding Na'our Municipality

This regulation details some functions of the municipality, fees for services provided by the municipality such as building fees, water utilities, signs and advertisement fees, etc. Procedures for collecting these fees and fines for violating the provisions of this regulation are also presented.

12- Regulation No. 71 of 2009 on Municipality Mayors

This regulation delineates the mayor's obligations during his term of service, actions that the mayor may not pursue, and penalties to be applied for violating any laws, regulations, instructions, and decisions in force. It also determines the privileges due to the mayor during his term of service.

13- Regulation No. 77 of 2009 on Municipal Finances

This regulation lays down the duties of the chairman of the municipal council and responsibility for financial and accounting matters. It also details the duties of the municipality's accountant, how to prepare and regulate the budget, disbursements, receivables, authorized signatories, expenditure ledgers and records that the accountant must maintain, in addition to fund ledgers, how to keep cash and other monies, and the supervisory bodies of financial matters in the municipality.

14- Regulation No. 70 of 2009 on Procuring Supplies and Civil Works for the Municipality

This regulation delimits the specifications and procedures for purchasing supplies, as well as formation of the tendering committee and its tasks and powers, bodies responsible for

supervising and monitoring the municipality's needs, and the authority of the Minister of Municipal Affairs to create special tendering committees.

15- Regulation No. 108 of 2007 as amended on Municipal Employees

This regulation delineates the provisions and systems that municipal employees are subject to, procedures for hiring employees and defining their duties, basic wages, and bodies responsible for such, forming these bodies, the roles of the Ministry of Municipalities, Civil Service Bureau, and municipal council in personnel affairs, and disciplinary measures against employees who breach the concerned laws and regulations.

16- Regulation No. 82 of 2013 on Civil Service

This regulation lays out the provisions and laws that the public employee is subject to such as terms of employment, position descriptions, employee entitlements, salaries and bonuses, types of leave, training and delegations, performance management and assessment, activities that employees are prohibited to pursue, disciplinary measures and penalties, methods of appeal, and termination of service.

Relationship between the central government and municipalities

Although Article 3 of the Municipalities Law states that municipalities are popular institutions that enjoy financial and administrative autonomy, the provisions found in other related laws and their corresponding regulations limit the administrative and financial tasks of municipalities.

The Municipalities Law requires the approval of the Council of Ministers for the municipality to obtain government loans,² or amounts that the municipality wishes to have written off due to the inability to collect them. Also, the Minister of Municipal Affairs must approve the municipality's budget³ and tenders that exceed certain amounts. This law also grants the Council of Ministers the right to dissolve the municipal council upon the recommendation of the Minister of Municipal Affairs, and to appoint local citizens to fill vacant seats in the municipal council if no second place candidates are available.⁴ The law further grants the Minister or any authorised employee the right at any time to inspect any municipality or do a spot check of its funds and review all of its financial and administrative dealings and council resolutions.⁵

The appointment of staff is undertaken by the personnel affairs committee represented by the mayor, in addition to the representative of the MMA and the Audit Bureau. The council does not have enough authority to hire, promote, or terminate employees of the municipality.⁶

Any resolutions regarding governance that the municipal council issues in its capacity as the local commission require numerous approvals, such as the provincial committee and the supreme committee.⁷

Relationship between the municipality and the executive council of the province

² Article 45 of Municipalities Law.

³ Article 55 of Municipalities Law.

⁴ Article 8 of Municipalities Law.

⁵ Article 59 of Municipalities Law.

⁶ Mr Mahmoud Iyada Al-Dabas/ President of Na'our Municipal Bureau.

⁷ Law No. 79 of 1966 regulating cities, villages, and buildings.

An executive council is to be formed in every province; it is headed by the provincial governor and its members include the deputy provincial governor, police chief, director of civil defence, and directors of general directorates in the province with the exception of the courts.⁸ The regulations governing administrative units define the functions of this council, including reviewing general conditions in the province. The provincial governor, who is the head of the provincial general directorate, is its highest executive authority, and has seniority over all state employees in the province, and undertakes the same tasks and duties assigned to the governor in the governorate.

The extent of interconnectedness and overlap of municipal business is clearly seen in the tasks that the administrative apparatuses regulation delegates to the governor. This includes providing the highest quality services possible to citizens, availing the prerequisites of socio-economic development, and supervising the local councils to ensure they fulfil their duties to their utmost potential.

⁸ Article 50 of Regulation No. 47 of 2000 on Administrative Units.

Integrity System in Municipalities

1- Municipal Council

Capacity	Role	Governance
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The Na'our Municipal Council is composed of a chairman and eleven members who are directly elected according to the relevant provisions in the Municipalities Law. These provisions clarify the elections process beginning with nomination of candidates and on to voting, counting, announcing the results, and methods of appeal.⁹ This council represents seven regions, namely, Al-Rawdha, Al-Mansoura, Adabiyan, Umm Al-Qutain and Al-Mashniya, Zaboud Wasil Husban, Bani Hashem, and Na'our. The last municipal elections took place on 27 August 2013.¹⁰

1-1 Capacity

Availability of sufficient resources for the council to pursue its tasks?

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Laws and regulations define the municipality's financial resources, whether collected directly from the municipality or collected from other government departments and institutions, which are distributed across municipalities according to legally-defined percentages. The council has no role in pre-determining or increasing these resources, which prevents it from fully implementing its strategic plans. Moreover, Na'our Municipality suffers from a dearth of resources; its budget reaches up to 2,500,000 dinars but it lacks human resources and infrastructure, which negatively impacts the quality of services provided to the population of more than 120,000, and consequently hurts the council's ability to pursue its responsibilities.¹¹

All members of the Na'our Municipal Council agree that the greatest challenge facing council activities is the lack of financial and human resources and poor infrastructure.¹²

1-2 Do members of the municipal council have access to training programmes?

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The municipal laws and regulations regarding municipal business and performance do not state the necessity for the council members to undergo training to raise their capacities in pursuing the tasks required of them by the law. Members of Na'our Municipal Council have confirmed the lack of training

⁹ From Article 10 to Article 30 of the Municipalities Law.

¹⁰ Mr Mahmoud Iyada Al-Dabas/ President of Na'our Municipal Bureau.

¹¹ Mr Hamdan Al-Shawa'ir/ head of Na'our Municipality Finance Department.

¹² Questionnaire on members of Na'our Municipal Council.

programmes, seminars, and lectures for members of the council which are necessary for improving their ability to pursue their tasks.¹³

Municipal Elections

1-3 Are municipal elections conducted at specific and appropriate times?

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The Municipalities Law has laid down the provisions regarding municipal council elections, such as the length of the term of service, measures to be taken by the Minister of Municipal Affairs before the end of the council's term by three months in order to elect the subsequent council members, provisions for dissolution of the council and conducting new elections, and appointment of temporary committees to pursue the tasks of the dissolved councils. Article 63 of the Municipalities Law No. 7 of 2012 stipulates conducting first time general elections within six months of the date the provisions of the amended law come into force. This successfully took place on 27 August 2013 for all municipal councils in the Kingdom.

1-4 Is representation within the municipal council fair and accurate?

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The population size of Na'our is nearly 120,000, of which about 51% are males and 49% females distributed over seven geographic regions (Al-Rawdha, Al-Mansoura, Adabiyan, Umm Al-Qutain and Al-Mashniya, Zaboud Wasil Husban, Bani Hashem, and Na'our). Each region has one candidate while Na'our al-Qasaba has two candidates because the number of voters in that region is ten times more than the numbers in the other regions.¹⁴

Furthermore, women were not represented through fair competition over seats allocated for these regions. Rather, they were only represented through the quota system which designates three seats for women on the Na'our municipal council. Youth were also not properly represented even though the age group below 20 years is 49% [of the population], which is an indicator that Jordanian society is marked by its youthfulness.¹⁵

On top of that, all major political forces were absent from representation in the municipal council because all parties boycotted the municipal elections held on 27 August 2013 in protest of the Law on the Parliament. Members of the council were elected according to individual tribal allegiances, not according to party programmes and/or coalitions and electoral lists.¹⁶

¹³ Ibid.

¹⁴ Mr Mahmoud Iyada Al-Dabas/ President of Na'our Municipal Bureau.

¹⁵ Ibid.

¹⁶ Mr Majid Ramamina/ former candidate in Na'our Municipality elections.

The result was that voter turnout was only 30% of registered voters. Out of an electoral list of 27,333 voters, only 8,387 came out to vote.¹⁷ This was attributed by some to the lack of confidence between citizens and municipal councils, and the absence of individuals among the candidates who represent their interests.¹⁸

1-5 What is the extent of equal opportunities among candidates?

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The Municipalities Law laid down the rules for election campaigns, stating that they should be free within the provisions of the law. A candidate may run a campaign from the date of nomination up until the end of the day prior to elections day. The provisions of this law require the candidate to abide by the Constitution and respect the rule of law. The candidate must also respect others' freedom of opinion and ideas and not – personally or through his/her supporters – obstruct the election campaign of another candidate.¹⁹

In spite of this, a number of candidates failed to comply with the rules of election campaigning, neither in terms of time, nor of place. Pictures and posters of candidates were even torn up by other candidates.²⁰

Likewise, the Municipalities Law prohibits candidates from giving out cash or in-kind gifts, donations, or assistance of any kind during their election campaigns. Candidates may also not, personally or through others, promise to give such gifts or privileges, especially in a manner that would be considered buying votes.²¹ This does not mean that this does not happen in reality. It is practiced, albeit clandestinely.²²

Unfortunately, the Municipalities Law does not specify a ceiling for the amount of money that may be spent on election campaigns. This usually depends on the candidates own credit worth. The candidate's capital has come to play a key role in most election campaigns. Nor does the law specify any mechanisms to regulate such spending.²³

1-6 Are elections free and fair?

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The Municipalities Law takes into consideration international standards for various phases of election processes, such as preparation and review of the voter schedule, the right to object to the set time

¹⁷ Mr Aahid Ziyadat/ Assistant Secretary General of Municipalities.

¹⁸ Mr Na'eem Abudays/ former candidate in Na'our Municipality elections.

¹⁹ Article 15 of the Municipalities Law.

²⁰ Mr Na'eem Abudays/ former candidate in Na'our Municipality elections.

²¹ Article 15 of the Municipalities Law.

²² Mr Musa Al-Sawa'er/ former candidate in Na'our Municipality elections.

²³ Ibid.

periods, revision and finalization of the schedule and voting mechanisms, designation of voting locations, and the counting process.²⁴

On the ground, the election process in Na'our Municipality was permeated by various breaches and violations that influenced the assessment results. To begin with, special election committees were remiss in complying with the legal framework for voting and counting. A few cases were detected where people were able to impersonate voters due to a hole in the system. Special voter ID cards were not available for all voters and the voting ink did not meet standard specifications. In addition, the secrecy of voting was breached in more than one manner, the most notable being spoken voting with the excuse of being illiterate, not complying with places of voter residences, not enough polling places to receive voters with special needs, and concluding with non-conformity between voter records on paper and electronic records in Na'our Municipality. The result was that some voters whose names were on one record but not on the other were deprived of their right to vote.²⁵

In accordance with the law, the chairpersons of committees and other concerned persons appointed by the Minister of Municipal Affairs managed and supervised the election process and selected voting and counting committees. At the same time, an independent panel observed the elections according to Article 67 of the Constitution and Council of Ministers Resolution No. 254.²⁶ It should be noted that the most recent constitutional amendments entrusted the Independent Elections Authority with the management and supervision of municipal elections.

As for appealing the results of such elections, the Municipalities Law has designated the court of first instance to handle objections to the election of the mayor or any member of the council. The court also has the jurisdiction to void election results in part or altogether if any violation of the provisions of the law affects those results.

Autonomy

1-7 To what extent does the municipal council enjoy autonomy in its executive authority activities?

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The municipality is considered a popular institution that enjoys financial and administrative autonomy. Its mayor and municipal council members are elected by direct voting in accordance with the Municipalities Law. The municipal council is a legal entity; under this capacity it may sue or be sued and any outstanding entitlements or commitments are forwarded from the previous council to the newly-elected council.²⁷

Upon the recommendation of the Minister of Municipal Affairs, the Council of Ministers may dissolve the municipal council. Also based on such a recommendation, the Council of Ministers may relieve the

²⁴ Articles 10 to 24 of the Municipalities Law.

²⁵ "Rassid [Observer]" report on voting and counting proceedings of the 2013 municipal elections.

²⁶ Report of the independent body observing the 2013 municipal elections.

²⁷ Article 3 of the Municipalities Law.

council chairman or any council member from his/her post if this is in the best interest of the municipality.²⁸

Many decisions of the municipal council require the prior approval of the Council of Ministers. This includes financial loans to be provided by the government and cancelling any amounts due to the municipality. Other decisions made by the municipal council require the prior approval of the Minister of Municipal Affairs, such as approval of the budget and municipal tenders for supplies exceeding ten thousand dinars. Other organizational decisions of the municipal council require the endorsement of official bodies such as the provincial committee and supreme governance council.

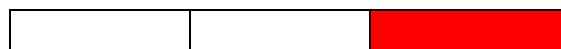
1-8 How clearly defined are the municipal council's tasks?



The Municipalities Law defines the functions and powers of the municipal council based on Article 40 and within the boundaries of the region of the municipality. The council may exercise these powers directly at the hands of its employees or delegate some functions to sub-contractors. These actions include municipal and street planning, professional licenses, monitoring of public spaces, danger prevention, city cleaning services, public health and finally, approving the annual budget and final accounts, employers, and management of municipal assets and funds.

The mayoral regulations issued pursuant to the Municipalities Law defines the mayor's tasks²⁹ and responsibilities, how to go about these tasks, prohibited actions, and penalties for violating any laws, regulations, instructions, and resolutions in effect.³⁰

1-9 Relationship of the municipal council to the executive authority



In spite of the municipality's administrative and financial autonomy, there still exists a firm association with and dependence on the central authority for its budget and policies and business in general, which is clearly dominated by the MMA.

Also noticeable is the overlapping of tasks and powers and the interference of a number of government institutions working within the municipalities, such as the Ministry of Public Works. This presence hinders the municipality from pursuing its tasks and implementing many of its projects.³¹

²⁸ Article 8 of the Municipalities Law.

²⁹ Article 5 of the mayoral regulations.

³⁰ Article 6 of the mayoral regulations.

³¹ Mr Ghalib Al-Sawa'eer/ mayor of Na'our Municipality

1-10 How able are members of the municipal council to resist external pressures?

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The municipal council is the object of many attempts to influence it to make certain decisions with regard to the implementation of some measures. No legal texts exist to protect the council from such pressures.

Many council members confirm that they are constantly pressured from the outside when making decisions. Most of this pressure comes from the Minister of Municipalities, regional representatives (parliamentarians), tribal notables, precinct voters, and the municipal manager. A number of council members assert that the council is not influenced by these pressures.³²

Role**Control over the administrative apparatus****1-11 To what extent does the municipal council supervise the work of the administrative apparatus?**

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The administrative apparatus in Na'our Municipality is comprised of 130 employees, 70 of whom fall under the civil service system, the municipal personnel system, and the social security law. These employees are usually hired through the personnel affairs committee headed by the chairman of the municipal council. Committee members include a Ministry of Municipal Affairs employee and a Civil Service Bureau employee. The remaining 60 employees, most of whom are national workers (cleaning staff), are hired according to temporary contracts approved by the municipal council.³³

Moreover, municipal workers are subject to the rules of the civil service system, the municipal personnel system, and the official bodies designated by these regulations with regard to their promotions, carrying out their work, termination of service, and disciplinary measures for violations.

Representation**1-12 To what extent do members of the municipal council represent the priorities of their electoral regions?**

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³² Questionnaire on council activities.

³³ Mr Mahmoud Iyada Al-Dabas/ President of Na'our Municipal Bureau.

The most recent elections in Na'our Municipality held on 27 August 2013 were mostly individual efforts. There were no coalition or party programmes representing specific parties. This poor level of participation reflected in the lack of representation of all community groups and consequently of voter priorities. One of the most significant factors in the reluctance of voters to participate was the absence of candidates who represented their interests.³⁴

1-13 Is the council's operations system effective in encouraging meetings between the council and citizens?

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There is nothing in the Municipalities Law or its corresponding regulations that obligates the municipal council to arrange meetings with citizens and include them in general decision-making on matters that concern them. There is only the right of a citizen who has a direct interest in a matter already on the council's agenda to participate in discussions in that matter, although final decisions are made in confidential meetings.³⁵

Many citizens attribute their lack of interaction with the municipality to the lack of confidence in the previous councils that only provided services through middlemen, nepotism, and favouritism.

Na'our Municipality has recently constructed a meeting hall equipped for the reception of citizens and organisation of social events aimed at encouraging communication with beneficiaries of municipal services and hearing their demands in order to improve the municipality's performance.³⁶

Governance

Transparency

1-14 To what extent do citizens have access to information on the council's activities and decisions on a practical level?

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Na'our Municipality does not have an electronic website containing the laws and regulations governing municipal activities, departments, and procedures needed for following up on paperwork and administrative or financial decisions such as budgeting, closing statements, and decisions of the municipal

³⁴ Mr Majid Al-Ramamina/ former candidate in Na'our Municipality elections.

³⁵ Article 39 of the Municipalities Law.

³⁶ Mr Ghalib Al-Sawa'eer/ mayor of Na'our Municipality

council. There is merely a bulletin board for posting council decisions, although the council does have a Facebook page for announcing the council's social activities.³⁷

1-15 Do legal provisions guarantee the citizens' right to access information regarding council activities?

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The provisions and regulations under the Municipalities Law do not cover the citizens' right to any information on the council's administrative or financial activities. In addition, the law on access to information does not encompass municipalities under its provisions, being limited to government and public institutions. At the same time, the financial disclosure law obligates members of large municipalities and municipal tendering and procurement committees to reveal their financial liabilities.

1-16 To what extent may citizens attend municipal council meetings?

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In accordance with the Municipalities Law, municipal council sessions must be public. Any citizen who has a stake in any issue on the agenda may participate in the relevant discussions but decisions are made in secret meetings. Closed sessions may be held to discuss certain issues as the council deems necessary. Council decisions and session minutes are to be recorded in a special register and signed by the chairman and members.

Accountability

1-17 How responsible is the municipal council in pursuing its tasks?

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Many laws and regulations emphasize that municipal council members must bear the responsibility of any violations or excesses committed while pursuing their business.³⁸ They also cover the penalties for acts that violate one's entrusted duties, including bribery, embezzlement, and exploitation of one's position, not to mention violations of the public trust such as copying officials stamps and trademarks and forgery. Such penalties are detailed in the Penal Code, while others are stated in the Anti-Corruption Commission Law.

³⁷ Mr Mahmoud Iyada Al-Dabas/ President of Na'our Municipal Bureau.

³⁸ Article 9 and 10 of the mayoral regulations.

1-18 Does the municipal council support participatory initiatives and community accountability?

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The rift between the municipal council and citizenry is caused by the poor understanding of the concept of community participation and accountability, which is due to the absence of the concept of citizenship. This leads to the failure to engage and interact in municipal activities and weak popular control.³⁹

Also, neither the Municipalities Law nor the corresponding regulations mention the importance of municipal initiatives to hold sessions in which citizens may voice their opinions and comments on general municipal issues that concern them.

1-19 To what extent does the municipal council apply citizens' opinions?

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Al-Shurukaa [Partners] Centre of Jordan conducted a project for budget preparation in municipalities entitled “Together in building participatory budgets in municipalities”. Cooperating with the Na’our municipal council, the Centre examined the needs and priorities of Na’our citizens by distributing questionnaires throughout all sectors and studying past budgets in the municipality.⁴⁰

At the end of the project the Centre presented some recommendations to the municipal council, the most important being the need to raise tax collection capacities, control ongoing spending as much as possible, and define capital spending priorities so that spending reflects the actual and urgent needs of the populace and optimal utilisation of available financial resources. In its 2014 budget, Na’our municipality has applied most of the Centre’s recommendations.⁴¹

1-20 To what extent are citizens able to submit complaints against the municipal council?

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The three control institutions (Audit Bureau, Anti-Corruption Commission, and Complaints Bureau) play a fundamental role in fielding complaints and enquiries regarding any administrative, financial, or legal violations committed by any member of the municipal council. These institutions’ reports have documented a number of breaches committed by the municipal council and the penalties applied against the perpetrators, including referring cases to the courts.

³⁹ Assessment questionnaire on citizen action in community accountability.

⁴⁰ Ms Nour Zawada/ Programme Officer at the CSO Cooperation Centre.

⁴¹ Mr Hamdan Al-Sawa’eer/ Head of Na’our Municipality Finance Department.

The formal court system also plays a role in receiving complaints and claims raised by anyone harmed by municipal council decisions. Claims may be for compensation of damages incurred or voiding of the decision that caused the damages.

The Complaints Bureau received two complaints against Na'our Municipality over the past year. One complaint (No. 309/2014) concerned a council decision to allocate a piece of land to construct a sports club which disturbed the local residents. The subsequent communications between the Complaints Bureau and the municipal council resulted in stalling the allocation decision and searching for a replacement location. The other complaint (No. 436/2014) came from a claimant who had requested the municipal council to remove obstructions (trees and old fence walls) from the claimant's street. The municipal council did not refer the case to the competent court and sufficed with informing the Administrative Officer. This case was also resolved to the satisfaction of the claimant.⁴²

Integrity

1-21 Are records kept of municipal council members' behaviour?

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No records are kept of municipal council members' behaviour in Na'our, but there has been a recommendation put forward to prepare a draft format for recording behaviour. This is currently being discussed by the council.⁴³

1-22 Is there a system for handling corruption cases such as conflicts of interest, accepting gifts, and declaring financial liability?

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Chairpersons and members of municipal councils are subject to the Anti-Corruption Law, Complaints Bureau Law, Audit Bureau Law, and Financial Disclosure Law. The provisions of these laws deal with the issue of corruption of all kinds, including administrative and financial corruption and anything that leads to the compromising of public funds, abuse of power, acceptance of middlemen and favouritism that either deprives a right or leads to a wrong.

1-23 To what extent are systems for handling corruption cases actually applied on the ground?

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⁴² Mr Alaa Al-Armuti/ Acting President of the Complaints Bureau.

⁴³ Mr Ghalib Al-Sawa'eer/ Mayor of Na'our Municipality.

The annual Anti-Corruption Commission report for 2012 and the not yet published report for 2013 note a number of cases that were investigated and referred to the Public Prosecutor. These cases range from financial and administrative to legal violations committed by the mayors of some municipalities. Such violations include concluding contracts without requesting bids, granting clearance of liability for individuals who did not pay their whole dues, drawing up lease contracts for municipal warehouses at extremely low rates, exempting contractors from late fines, and concluding contracts with companies owned by council members, etc.

2 Administrative Apparatus

Capacity	Role	Governance
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Na'our Municipality operates through an administrative apparatus and a clear, certified framework according to laws and regulations that foster accountability, monitoring, and impartiality. Employment procedures are transparent and protected from intermediaries and nepotism, contrary to how it had been in the past. The regulations in some departments that prevent such foul play, clear tendering regulations, and clear financial and administrative systems in general, all help to strengthen integrity. (44)

Capacity

Clear tasks

2-1 Do the legal provisions clearly set out the municipality's tasks and services to be provided?

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Article 40 of the Municipalities Law sets out the functions and powers of the municipality within its boundaries. Its employees may exercise such functions directly or delegate them to sub-contractors. Most importantly, these tasks include municipal and street planning, building permits, health control, arrangement and monitoring of commercial and market zones, hygiene and sanitary removal, advertising, and constructing museums, public libraries, and social, sports, and cultural clubs.

The Municipalities Law also authorizes the Council of Ministers to formulate regulations that enable municipalities to exercise any of the functions or powers stipulated in Article 40 of this law.

2-2 To what extent does the vision and mission of the municipality express the local community's priorities?

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The mayor of Na'our, Mr Ghalib Al-Sawa'eer believes that the vision and mission of Na'our reflects the needs, desires, and aspirations of the local community. The municipality's strategic plan is devised to apply the vision and mission, which are stated as follows:

Vision: Distinguished, pioneering municipality, just in its distribution of services, professional, transparent, and impartial towards all citizens. All institutions are based on the participatory approach.

Mission: Distinguished municipal service provision, available infrastructure, service facilities based on optimal utilization of resources, community participation in decision-making, and preservation of the authenticity of the region.

Sufficient Resources

2-3 To what extent are financial resources available?

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The municipality's resources are comprised of a set of funds that the municipality collects from the taxes and fines stipulated in the Municipalities Law and corresponding regulations or any other law or regulation that stipulates the collection of such taxes or fines. The most significant revenues come from licensing fees for construction or professional pursuits, building and roofed structures tax, paving and road improvement revenues.

The government levies an 8% tax on petroleum products that the Jordanian petroleum refinery produces or imports for the benefit of local municipalities. It also allocates to municipalities fifty percent of fees collected according to the driving law from driver's license applications and fines collected from driving tickets and health violations.⁴⁴

Revenues collected by the government for the benefit of municipalities are distributed according to percentages set by the Council of Ministers based on the Minister of Municipal Affairs recommendation. These percentages take into account the population size of the municipality, its ratio of contribution in collecting revenues, and whether it holds an important standing and bears the consequent external (non-local) responsibilities.⁴⁵

2-4 What is the extent of availability of human resources and infrastructure?

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Most municipalities in the Kingdom suffer from a shortage of human resources for a number of reasons, primarily the inability to recruit competent professionals due to the wide gap between wages and salaries as compared to the private sector. It is also difficult to get appointed by the municipal council because such appointments require the approvals of many parties that are not subject to the wishes of the council. Municipalities also suffer a weak infrastructure due to insufficient financial resources.⁴⁶

⁴⁴ Articles 44 to 50 of the Municipalities Law.

⁴⁵ Article 51 of the Municipalities Law.

⁴⁶ Mr Mahmoud Al-Dabas/ head of Na'our Municipal Bureau.

Autonomy

2-5 Do legal provisions exist that protect employment procedures and policies from the effects of corruption such as intermediation, nepotism, and favouritism?

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The municipal personnel regulations lay down the rules for employment. Article 16 delegates the personnel affairs committee, which is comprised of the chairperson of the municipal council, the personnel affairs director, an employee of the MMA, and an employee of the Civil Service Bureau, to hire and promote employees and adjust their statuses on the condition that such decisions are approved by the Minister of Municipal Affairs at the municipal council's recommendation.

Civil service regulations address a number of municipal personnel matters. Municipal employees are hired according to the guidelines used for selecting and ranking government employees of the first, second, and third levels, and contracts issued according to these regulations.

2-6 How well does the administrative apparatus conduct its business with or without political pressure?

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The general rules of job behaviour and duties found in civil service regulations require employees to pursue their tasks and duties and dealings with the public in all neutrality, impartiality, subjectivity, and fairness, free of discrimination based on gender, ethnicity, or religious beliefs, or any other form of discrimination. There are no written guarantees to be signed by employees that would enhance impartiality as a professional ethic. Also, the laws and regulations governing the phases of employment from hiring, promoting and performance assessment to termination of service protect employees from any political or non-political pressure, on the assumption that municipal employees are impartial and professional.

Role

Management of the Administrative Apparatus

2-7 Are there clear and effective mechanisms for managing the municipality's work?

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Na'our Municipality operates according to laws and regulations that guarantee good practice and management:

- Municipalities Law No. 7 of 2012, which defines how municipalities are created, regional boundaries, powers and functions, and resources.
- Na'our Municipality Regulation No. 54 of 1961 which sets out the functions of the municipality, service to be provided, and fees and how to collect them.
- Municipal Financial Regulation No. 77 of 2009 that shows how to prepare and organize a budget, spending methods, expense account statements, and ledgers and records that the municipal accountant should maintain.
- Municipal Supplies and Civil Works Regulation No. 70 of 2009 that delineates procurement procedures as well as the formation and tasks of tender committees.
- Municipal Employees Regulation No. 108 of 2007 which details all the provisions governing employee performance and affairs.

Transparency and Integrity in the Public Procurement System

2-8 Does the procurement system guarantee integrity and fair competition in the invitation and selection of bids?

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The Municipal Supplies and Civil Works Regulation organizes procurement processes whether through direct purchases or by way of invitation to bids. It further delineates the decisions to be made by the council and/or council chairperson and/or the Minister of Municipal Affairs based on the recommendations of special procurement or tendering committees. (48)

The Regulation also clarifies bidding procedures, eligibility conditions, bid submission deadlines, evaluation and award procedures, and performance bonds. The municipality system stipulates that the MMA must be supplied with a copy of the contract, terms and conditions, costs, tendering committee decision, municipal council decision, and value of the award within no more than two months from the date of award.

In addition, the municipal personnel regulation applies certain penalties against any employee who violates the supplies and civil works regulation.

Support of participatory initiatives and community accountability

2-9 Does the municipal system effectively support community accountability meetings and participation in decision-making?

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Municipal laws and regulations make no mention of the importance of organizing sessions to hear citizens opinions, needs, and comments, or to respond to their inquiries on issues concerning the municipality prior to making decisions on them.

Nevertheless, the Municipalities Law does assert that municipal council sessions must be public. Any citizen with a direct interest in an item on the agenda may participate in the discussion of that issue although the final decision is made in a confidential meeting.

Tax Collection

2-10 Are there clear and transparent mechanisms for collecting taxes and fees that cover all segments of society?

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Along with the laws and regulations concerning tax and fees collection and payment to municipalities, there is an electronic link between Na'our Municipality and the Ministry of Finance that explains how to collect building and land taxes, conduct estimates, and issue notifications through Ministry of Finance programmes. There are other mechanisms adopted by the Ministry of Finance and other government directorates that work to collect fines and taxes to the municipality's account according to percentages set by the Council of Ministers.

2-11 Does the tax collection system protect or foster the reduction or elimination of foul play, blackmail, and nepotism?

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The municipality collects taxes and fines according to a calculated system linked to other official bodies which makes it difficult to tamper with. On the other hand, fees for licenses, establishments, and civil works permits are collected by hand using receipt vouchers and official ledgers. To address this, Na'our Municipality is currently working to automate the collection of these fees.⁴⁷

Both the MMA and Audit Bureau may, within their jurisdiction, cross check the data, documents, and records of tax collection to test the soundness of financial procedures and follow up on any delays in collecting these taxes and fines.

⁴⁷ Ibid.

Protection of Ownership Rights and Land Titles

2-12 Are there clear laws and regulations governing building licenses, taxes, and fees?

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There are many laws and regulations for managing the issuance of professional licenses and levying related taxes and fees in the municipality. They are based on clear and specific principles and include the Professional Licenses Law that details the conditions and methods for applying and issuing licenses and setting the respective fees. A predetermined table sets out the fees for all sectors and how to collect the fees and fines resulting from the pursuit of certain professions without the proper license.

The Building and Land Tax Law concerning municipal regions sets a certain percentage for these taxes, how they are assessed and calculated, as well as the tax assessment committee's powers. It further details the procedures for forming such committees, how to submit objections to the assessment, and appealing decisions and fines set by the objection committee against tax-evaders.

Governance

Administrative Transparency

2-13 Are there legal provisions to guarantee transparency of information on municipal activities and decisions?

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The Municipalities Law requires that any municipal council session and its agenda must be posted at least one day ahead of time at an obvious place in the municipal building. Council sessions must be public and any person who has an interest in any subject on the agenda may come to participate in the discussion, although decisions are made in private sessions. Secret sessions may be held to discuss certain issues as the council deems appropriate.⁴⁸

At the same time, there are no rulings requiring municipal council decisions to be published and/or administrative or financial reports, including publication of the municipality's budget or closing accounts that show the outcomes of municipal business at the end of the fiscal year.

⁴⁸ Article 39 of the Municipalities Law.

- 2-14 Are there any legal texts that require publication of the annual budget, presented in a way citizens may understand it? Are there any guidelines for preparing the budget that citizens can understand?**

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The municipality prepares an annual budget that is to be put into action once the municipal council approves it and the Minister of Municipal Affairs endorses it. Annexes may be attached to the budget in the same manner. The law also requires that expenditures do not exceed the budget of the previous year until the new budget is endorsed. At the same time, allocations may be transferred from one quarter to the next or from one item to another per a council decision or approval of the Minister.⁴⁹

There are no provisions to obligate the municipality to publish its annual budget.

- 2-15 Is information continuously available on the ground?**

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Na'our Municipality does not have a website to publish decisions, budgets, or strategic plans issued by the municipal council, or any other administrative or financial reports. Nor does the law obligate municipalities to publish these matters with the exception of bids and tenders, ownership or regulatory decisions, which must be published in the local daily newspaper. Furthermore, the municipal council posts some of its decisions regarding employees and management of the municipality on the bulletin board. Na'our Municipality also announces all of its social activities through its Facebook page.⁵⁰

Accountability of municipal employees and public service providers

- 2-16 Are there legal provisions to ensure the timely preparation of reports by municipal employees and service providers?**

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There is no law requiring municipal employees, their subordinates, or service providers to submit any regular reports about the work they or any official body do, or even the municipal council.

- 2-17 To what extent are reports actually prepared and how effective are they?**

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⁴⁹ Article 55 of the Municipalities Law.

⁵⁰ Mr Mahmoud Al-Dabas/ President of Na'our Municipal Bureau.

The different departments of the municipality hold irregular meetings to discuss progress and obstacles, but they do not submit any written reports on the proceedings to the council. They merely suffice with verbal reporting and do not even document these meetings in any records.⁵¹

Integrity

2-18 Are there mechanisms to ensure employees' work integrity and to what extent are they used? Such methods include behaviour records, guidelines for receiving gifts, reporting cases of corruption, and avoiding conflicts of interest.

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There is no record of behaviour specifically concerning municipal employees, but there is what is called the General Rules of Job Conduct, Duties, and Ethics in the civil service system. These rules require the employee to pursue his tasks and duties with enthusiasm, trust, and meticulousness, and to deal with the public courteously and on the basis of impartiality, objectivity, fairness, and without discrimination based on gender, ethnicity, religious beliefs, or any other form of discrimination. The employee must protect public monies and state interests and assets and must also be honest, brave, and transparent in speaking an opinion or disclosing and reporting any foul play.⁵²

3 Formal Court System

Capacity	Effectiveness
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A just judiciary is the starting point towards activating and protecting the various rights declared by international conventions, constitutions, and laws, which should be guaranteed for all people without distinction. Without a just judiciary, human rights cannot be respected, executive authority cannot be monitored and held accountable, free and honest elections cannot be held, and civil society and media cannot be developed. Without a just judiciary, a brick is loosened from the pillar of the social covenant whereby people have accepted that the judiciary is the source of good governance and means of solving conflicts.

The formal court system in Jordan exercises the right to adjudicate all cases stipulated in the civil and penal codes that are claimed by or against the government, with the exception of clauses that delegate the right to adjudicate to religious courts or special courts per constitutional rulings or any other legislation in force.

⁵¹ Ibid.

⁵² Ibid.

3-1 Municipal Court

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The municipal court is formed pursuant to a special law based on the recommendation of the municipal council through the Minister of Municipal Affairs. The municipal council is considered a “magistrate court” by all meanings of the term defined in the law on the formulation of formal courts. This court has jurisdiction to handle violations and crime cases that occur within the municipality’s boundaries that breach the provisions of the crafts and industries law, municipalities’ law, city, town and building planning law, public health law, agriculture law, professional service fees law, and the professional licenses law.⁵³

To each municipal court is assigned one or more judges and a public prosecutor from among senior judges at the Ministry of Justice as needed. Municipal court judges and public prosecutors are subject to the provisions of the law on judicial autonomy and any other legislation that concerns the judiciary. The municipality bears the salaries, benefits and any other cash entitlements of its court judges and public prosecutors.⁵⁴

Municipal court employees and staff are appointed by the mayor with the approval of the Minister of Justice. Their wages and salaries and all financial entitlements are paid by the municipality. Municipal court employees and staff are subject to the supervision of the Ministry of Justice over their duties.⁵⁵

A special fund at the court is to be established called the “municipal court fund”. Any fees collected or controlled by the municipal court are deposited in this fund. The municipal court fund treasurer is responsible for depositing any collected amounts in the account specified by the municipality. Each municipality is allocated 75% of the collected amounts, while the remainder is distributed throughout other municipalities as the Council of Ministers deems appropriate.⁵⁶

3-2 Courts of First Instance

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The law on the formation of formal courts stipulates the formation of courts called “courts of first instance” in governorates and provinces. They have jurisdiction over all civil claims and criminal cases that have not been delegated to any other court.

The West Amman Court of First Instance carries locational jurisdiction to consider cases raised in Na’our Municipality or its municipal council that concern it. Such cases include compensation for expropriation or appeals submitted by municipal election candidates regarding decisions issued on election processes.

⁵³ Article 3 of the Municipal Courts Formation Law.

⁵⁴ Ibid.

⁵⁵ Article 5 of the Municipal Courts Formation Law.

⁵⁶ Article 6 of the Municipal Courts Formation Law.

The West Amman Court of First Instance has reviewed three appeal cases raised by candidates who objected to the results of the elections held on 27 August 2013.⁵⁷

3-3 Supreme Court of Justice



The law on the Supreme Court stipulates the establishment of a court called the “Supreme Court of Justice” that resides in Amman. It is comprised of a president of the court and member justices. Unlike other courts, this court has jurisdiction to handle appeals presented by stakeholders regarding final administrative decisions issued in matters such as employment in public offices, severance through retirement decisions, requests to void final decisions issued against them by disciplinary authorities, and claims raised by individuals or organisations to reverse final administrative decisions.

The Supreme Court of Justice also looks into claims regarding final administrative decisions against municipal employees and in some decisions issued by the municipal council in its capacity or in the capacity as the local commission, as well as those related to regulatory matters.

Currently, this court is hearing five cases raised to appeal decisions issued by the municipalities.⁵⁸

⁵⁷ Mr Mahmoud Al-Dabas/ head of Na'our Municipality Bureau.

⁵⁸ Ibid.

Supervision and External Accountability

4 Responding to Complaints

Capacity	Effectiveness
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Some official and national institutions operate a relatively clear system to field complaints from citizens at the local level. There is also a very minor role played by civil society organisations in receiving complaints regarding municipal actions or the consequences of such.

Capacity

4-1 Are there clear and independent procedures for dealing with complaints forwarded by citizens?

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There are many official and national bodies that citizens could turn to for submitting complaints at the local level:

- The Complaints Department at the Inspection and Evaluation Directorate in the Ministry of Municipal Affairs takes complaints brought on the municipalities, whether they are administrative, financial or regulatory.⁵⁹
- Pursuant to Article 14 of the Complaints Bureau Law, this bureau fields complaints from any individual harmed by a general administrative decision, procedure, or practice, and could decide to refrain from any of these matters. The Bureau has certified forms and clearly set timeframes to handle these complaints.
- The Complaints Department at the National Human Rights Centre receives complaints from citizens regarding human rights violations emerging from official and/or local authorities' actions. This department follows up on complaints with other competent bodies.
- The Control Directorate at the Audit Bureau that oversees municipalities takes complaints regarding municipal employees, usually financial issues such as benefits and compensation.
- The Complaints Department at the Anti-Corruption Authority handles notifications and complaints in any manner possible, whether by personal appearance at the Authority offices or via telephone, fax, or the official website. Also, the media watch department plays a role in following news and information published in newspapers and magazines and social networks, etc. that could reveal suspected cases of corruption.⁶⁰

⁵⁹ Mr Abdulfattah Al-Ibrahim/ Inspector General at the MMA.

⁶⁰ Mr Ra'id Abu Rabiha/ head of the studies department at the Anti-Corruption Authority.

- Formal courts also receive a number of complaints and claims related to the work of municipalities within their respective qualitative or locational jurisdiction, such as cases of expropriation and compensation.
- The Supreme Court of Justice is the competent court to handle final administrative appeals, since many municipal council decisions are appealable administrative decisions.

Effectiveness

4-2 Are the procedures for submitting complaints to the municipality clear and simple? Are the complaints raised actually solved on the ground?

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The agencies that receive complaints from citizens on matters occurring in the municipalities handle the clear and specific procedures satisfactorily, each according to its realm of jurisdiction. Procedures begin with collecting the necessary information, continue with an investigation of the case, and end with a decision, either by resolving it directly, or referring it to the competent public prosecutor.⁶¹

Na'our Municipality has solved two complaints on municipal issues that were raised to the Complaints Bureau. It also endeavoured to respond to a variety of queries coming from the Audit Bureau.⁶² No information is available to determine whether any complaints regarding the municipality have been raised to the Anti-Corruption Commission (ACC).

5 Auditing and Control

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In accordance with Article 60 of the Municipalities Law, the Ministry of Municipal Affairs and the Audit Bureau undertake the auditing of municipal accounts. The Audit Bureau examines and checks the financial data, documentation, and records, investigates the soundness of financial procedures and their conformity with laws and regulations. The MMA is responsible for inspecting municipalities, conducting spot checks of cash boxes, and reviewing all financial and administrative transactions, council decisions, and investigation reports.

Capacity

⁶¹ Mr Abdulfattah Al-Ibrahim/ Inspector General at the MMA.

⁶² Mr Mahmoud Al-Dabas/ head of Na'our Municipality Bureau.

5-1 What laws are available concerning periodic auditing by the executive authority? To what extent does the government actually conduct audits of municipalities in terms of timeframe, competent controllers, and specific objectives, as well as making the results public?



The Audit Bureau and the MMA are the official bodies responsible for auditing of all municipality activities as follows:

Audit Bureau:

The Audit Bureau's approach to auditing the municipal council's accounts is by examining and cross-checking their data, documents, and records, and confirming the soundness of financial transactions that were allocated, recorded, categorised, and analysed. The auditor then prepares a report of the accounts audit including his impartial opinion on the validity of these accounts, any errors discovered, and any breach or deficiency in abiding by the laws, regulations, and guidelines in force.⁶³

The Audit Bureau's control encompasses the auditing of records and ledgers kept by the municipalities such as the licenses and receipts record, bids record, allocations (expenditures) record, construction permits record, municipal council's administrative and regulatory record, and acquisition [inventory] record.

Auditing also includes receivables and cash vouchers, the municipality's budget including budget preparation (revenues and expenses), and closing accounts (comparing estimated costs and revenues with actual spending and returns as recorded in the closing account).⁶⁴

The Audit Bureau issues a detailed annual report of breaches and violations committed in all municipalities of the Kingdom. Its 2012 report covered a number of violations by municipalities, mostly of financial and administrative regulations, misuse of municipal property, failure to abide by employment regulations, and not collecting municipal dues. The report includes recommendations for the municipal council on how to deal with these violations. The recommendations focused on how to request the formation of auditing and investigation commissions, taking the necessary legal measures against the violator, and working to collect any outstanding dues. Most actions taken by the municipalities according to the report were done without voting and the Bureau is still looking into the matter.

Ministry of Municipal Affairs

The Inspection and Performance Evaluation Directorate at the MMA headed by the Inspector General assesses the municipality's performance. This directorate contains a number of departments, the most important of which are the inspection, evaluation, and follow-up department and the complaints investigation department. More than one hundred inspectors are distributed throughout the approximately one hundred municipalities across the Kingdom. They work almost on a daily basis and are authorised to inspect any municipality at any time. They may conduct spot checks of cash boxes, review

⁶³ Mr Hamdan Al-Sawa'eer/ head of Na'our Municipality Finance Department.

⁶⁴ Ibid.

all financial and administrative transactions, council decisions, and investigation reports, inspect warehouses, offices, and workplaces, and may directly contact any employees and question them.⁶⁵

Nevertheless, the Inspection and Performance Evaluation Directorate does not issue an annual report of municipal activities and inspection results.

Effectiveness

5-2 To what extent do the municipalities apply and implement the recommendations resulting from the audit? Does the executive authority detect and inspect erroneous financial practices in the municipalities? Does the authority have access to all financial records and dealings? Can any information be requested? Does the executive authority examine the efficiency of the internal audit and does it receive technical support?



Any employee of any agency who violates the law by not responding, or delaying a response without proper justification, to Audit Bureau queries is subject to legal action by the Audit Bureau. Queries may pertain to financial errors, violations, or crimes, or failure to provide the Bureau with the documentation it requested within a specified time period. Nevertheless, Bureau employees do not have the capacity to complete their mission and access all documentation or other matters they need to know. The Bureau is only authorised to inform the Minister of Municipal Affairs of the matter, who, in turn, forms an investigation commission that includes representatives of the Audit Bureau, Complaints Bureau, and Anti-Corruption Commission.

The Municipalities Law also obligates the mayor, council members, employees and staff to implement the demands of inspectors from the Inspection and Performance Evaluation Directorate and to answer any questions and facilitate their mission. Any person who rejects, impedes, or objects to the inspector's actions is considered an obstruction to the state employee's practice of official functions and may be penalised according to the Penal Code. The seizure report administered by the inspector must be endorsed and will remain in effect unless proven otherwise.⁶⁶

The Inspection and Performance Evaluation of Municipalities Directorate is responsible for forming investigation commissions comprised of representatives from the Audit Bureau, Complaints Bureau, and Anti-Corruption Commission, in addition to a representative of this directorate, to investigate any financial, administrative, or regulatory violations committed by the municipality. Then the necessary legal action will be taken against these violators.⁶⁷

⁶⁵ Mr Abdulfattah Al-Ibrahim/ Inspector General at the MMA.

⁶⁶ Article 59 of the Municipalities Law.

⁶⁷ Mr Abdulfattah Al-Ibrahim/ Inspector General at the MMA.

6 Investigating Cases of Corruption

Capacity	Effectiveness
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The ACC is the official body for pursuing perpetrators of acts of corruption that are considered crimes under the law.

Capacity

6-1 Are there any parties or bodies that have the capacity to inspect and detect cases of corruption? What are these bodies and what role do they play?

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Anti-Corruption Commission

Once the complaints and notification phases are complete, the information enquiry and investigation department at the ACC conducts an investigation of the cases at hand. It begins by studying the complaint, taking the claimant's oral testimony, and obtaining related documents. Then it calls in any persons concerned to hear their testimonies, including the person or persons suspected of corruption. A final recommendation is then made and presented to the head of the Commission who, in turn, presents the case to the Commission council to refer the case to the competent Public Prosecutor or to retain it.

Public prosecutors delegated to the Commission by the Judicial Council exercise their powers in full autonomy from the ACC since they are part of the judicial authority. These prosecutors study the cases referred to them by the Commission and take the necessary legal actions.

Once the case file is referred to the courts, the follow-up department at the ACC monitors the case proceedings in the judicial system, keeping track of phases and results of either non-responsibility, innocent, or guilty.⁶⁸

Municipality Inspection and Performance Evaluation Directorate

This directorate under the supervision of the MMA Inspector General carries out monitoring and inspection operations of the municipalities. Its inspectors are distributed in all municipalities. If any violations take place, the directorate forms an investigation committee composed of representatives from the Audit Bureau, Complaints Bureau, and Anti-Corruption Commission to handle them. If a violation involves suspected corruption, it shall be referred in whole to the ACC.⁶⁹

Complaints Bureau

The Complaints Bureau addresses complaints related to decisions, procedures, or practices that are raised by the general directorate or its employees. The Bureau investigates the complaints, requests

⁶⁸ Mr Ra'id Abu Rabiha, head of Studies Department at the Anti-Corruption Commission.

⁶⁹ Mr Alaa Al-Armuti/ Acting President of the Complaints Bureau.

information and documentation, and strives to solve them as quickly as possible using the means it deems appropriate. If the Bureau suspects corruption to be involved in a complaint, it shall be referred to the ACC, but also continues to follow up on the portion of the matter that remains under its jurisdiction.⁷⁰

Audit Bureau

As part of its work in control and inspection, the Audit Bureau also investigates any financial violations that take place in the municipalities. Since the Bureau's employees do not have the capacity to enforce the law, their role is limited to referring any suspected cases of corruption to the competent bodies.

Effectiveness

6-2 Are there actual cases of corruption in the municipalities that have been investigated and addressed? Have cases of corruption been discovered by media outlets or anti-corruption bodies? How many cases were detected and investigated over the past year? How many investigations resulted in judicial follow-up?



Among the most notable cases that the ACC investigated in the municipalities in 2012 are:

- West Irbid Municipality: Briefly, its former mayor committed a number of financial, administrative, and legal violations including drawing up civil works agreements without first taking bids, failure to keep proper records of municipal finances, and installation of works in violation of codes, whereby public funds were compromised. He was questioned and the case was referred to the public prosecutor of the ACC to take the necessary legal measures.⁷¹
- Greater Zarqa Municipality: Here, the municipal council committed numerous financial violations. For example, the former mayor agreed to postpone regulatory fees for a number of taxpayers and cleared them from bearing liability which caused the municipality a loss of 300,000 dinars from its budget. He also rented a municipal warehouse to an investor at a very low rate. At the same time, the municipal council exempted a contractor implementing a municipal project from late fines without any legal justification. This case was referred to the public prosecutor at the ACC to take the appropriate legal measures.⁷²
- Al-Tafila Municipality: At this location, a bid invitation was sent out for procuring a hot asphalt mix. The tender was awarded on 12 September 2006 to a company for the amount of 565,000 dinars and the bid was forwarded to the bid evaluation department at the MMA. It was referred to an engineer on 1 October 2006 and stayed with her until 13 December 2006 wherein she failed to make a decision or provide an explanation. On 16 July [2007](#), the paperwork including the approval of the award was returned to the municipality but the 90 day period stipulated in the

⁷⁰ [Footnote number exists but footnote details are missing.]

⁷¹ Anti-Corruption Commission Report 2012.

⁷² Ibid.

contracting contract for returning the bid to the municipality and informing the company of the award had already lapsed. For this reason, the company excused itself from implementing the project and the bidding process was repeated on 1 June 2007. The project was then awarded to a company for the amount of 909,000 dinars, an increase of 350,000 dinars over the bid that had declined. This is in violation of Article 49 of the Municipal Supplies and Civil Works Regulation and caused the municipality huge losses. The case was referred to the public prosecutor of the ACC to take the necessary legal action.⁷³

7 Awareness-raising on anti-corruption activities and pressure

Capacity	Effectiveness
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Some official institutions and civil society organisations and the media strive to implement simple programmes that aim to raise public awareness of anti-corruption activities, but these remain insufficient and have failed to achieve the desired goals.

Capacity

7-1 What is the capacity of the various bodies such as the Anti-Corruption Commission, media outlets, and CSOs in raising local citizens' awareness of anti-corruption issues and approaches to applying pressure? Are training programmes conducted to raise awareness among municipal representatives? Is the coordination among the various bodies to raise awareness at the local level?

Anti-Corruption Commission

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The ACC cooperates with government institutions and CSOs in creating a community environment that renounces corruption and its perpetrators by demonstrating the negative impact corruption has on socio-economic and political development efforts. It works to educate citizens on the need to uproot corruption from society and dry up its sources.

Towards this end, the Commission has prepared working papers and implemented workshops and awareness campaigns targeting senior staff in the public sector, public law enforcement officers, university students and schools, the private sector, and CSO representatives.⁷⁴

Media Outlets

⁷³ Ibid.

⁷⁴ Anti-Corruption Commission Annual Report.

Considering the grand global developments witnessed today in the field of media and communications, the intense progress of globalisation and information technology, and the digital revolution, media outlets of all kinds play an extremely important role in this realm.

These highly developed communication means have bolstered idea exchange and information flow without restrictions or monopolies. The ground is open for dialogue and a plurality of opinions among the various ideological and political orientations that stir public opinion. Clearly one of the key functions of the media is to create a suitable atmosphere to derive the facts by reviewing and analysing information. Another function is monitoring of and interaction with the populace. Media of any form is a means to express one's opinion. It is based on two elements that fortify the culture of transparency: disclosure and guidance. If they are employed properly, they could play an important role in effectively strengthening the anti-corruption system.

No doubt that a free media is a key tool in control and accountability, which could be done directly or through the support of control bodies that publicize corruption incidents, monitoring legal violations, collecting information related to corruption and its perpetrators, and contributing to forming public opinion to combat the plague of corruption.⁷⁵

In order for the media to contribute positively and effectively to control and accountability and detecting violations of the law and the waste of public funds in the process of combating corruption, the relationship between control bodies and media outlets must be secured. This relationship is currently almost non-existent, which is not a good sign. Reports by those bodies are usually confidential and the media is not allowed to publish them. This hinders its ability to mobilise public opinion to support control agencies due to the lack of verified information. Therefore, these bodies must open their doors to the media and provide it with reports so it can fulfil its role effectively. Effort must also be made to formulate legislation that removes any constraints on the media's freedom and avail legal and political guarantees to the media profession.

To achieve control, accountability, and transparency and form public opinion to confront corruption, the principle of the media's right to investigate and have access to information must be crystallised for it to be able to discover the facts. Then the populace could be informed with clarity and credibility. A political culture is needed that believes that when citizens are informed of public issues, national interests are served. Moreover, objectivity in handling issues is imperative. Media efforts should focus on the role of control in detecting and stopping corruption, and link these efforts with the national interest in reform and development.⁷⁶

There are other aspects to be considered carefully, most importantly the attention to investigative survey reporting as an important tool in detecting corruption and its perpetrators. The focus of media on political issues and neglect of other issues such as the waste of public funds and mismanagement of state resources should be reconsidered.⁷⁷

Civil Society Organisations

⁷⁵ Mr Ibrahim Qablat, journalist.

⁷⁶ Mr Mus'ab Al-Shawabika, Radio Al-Balad.

⁷⁷ Ibid.

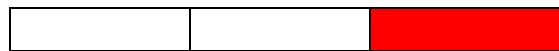
Combating corruption is a societal issue that goes beyond specialised agencies and control bodies. It should be a comprehensive, joint process that all CSOs should seriously aspire to integrate roles and responsibilities.

CSOs play a vital role in confronting corruption as a basic pillar in establishing far-reaching national integrity and complementing the role of the government thereof.

The role CSOs play in combating corruption is manifested in community awareness-raising, creating a culture that renounces corruption and enhances the value of integrity, exposing corruption through control, assessment, and detection of pockets of corruption and corrupters, conducting studies and research that highlight the causes and motives of corruption, coordination, building alliances, establishing local networks and joining regional and international anti-corruption networks, legal accountability, resorting to the judicial system, and participation in formulating laws and legislation. Finally, CSOs should themselves be a model of integrity and apply good governance and rightful management through transparent actions such as publishing their financial and technical reports and information. CSOs cannot combat corruption if they at the same time a source of it.⁷⁸

Effectiveness

7-2 How effective are awareness-raising, general education, and pressure campaigns in combating corruption in actuality? Is there support for this type of initiative at the highest management levels in the municipality? Are there examples on the ground of the municipality's commitment to the outcomes, follow-up, and implementation of these initiatives?



Not many initiatives exist, neither in official circles nor among CSOs, that would raise awareness and education levels on the phenomenon of corruption, efforts to combat it, and strengthening prevention against it.

The ACC has implemented some activities to this end, such as publishing working papers and awareness brochures and conducting lectures targeting employees, law enforcement personnel, and university students. The ACC has not targeted municipal employees and municipal council members in this regard.

Some CSOs played a minor role in public awareness and education due to the local community's lack of interest in this matter and lack of capacities and resources to implement such activities. Much more funding and capacity-building is needed to enable CSOs address this issue.⁷⁹

8 Community Accountability

⁷⁸ Dr Mayy Al-Thaher/ Basar Centre for Civil Society Studies.

⁷⁹ CSO activities questionnaire on strengthening integrity and anti-corruption efforts.

The expansion of formal democratic systems has heightened the focus on state accountability towards citizens and on the role citizens play in decision-making processes. Actors in the development field recognize that engaging citizens to contribute their opinions and getting civil society involved is a crucial factor in responsive governance mechanisms and will eventually result in higher quality service provision.⁸⁰

People are generally dissatisfied with the limited impact of applying democratic systems and are increasingly aware that citizens and local communities have a right to play a significant role in how their governments perform. This dissatisfaction has led many development organisations to adopt a strict agenda of “transparency”, contribution of opinions, and “accountability”. These groups argue the necessity of citizens to exert pressure on their governments to fulfil their obligations and bolster human development. This includes strengthening and protecting human rights and adopting an economic growth approach that takes the interests of the poor into consideration and guarantees the provision of social services to vulnerable groups, and finally environmental protection.⁸¹

The increasing emphasis on decentralisation of governments as well as decision-making processes has created opportunities for a new set of actors to enter the realm of decision-making. Municipalities and regions are now granted greater powers to control their resources and provide services, a matter which had previously been exclusive to the central government, due to the belief that bringing government to the local level brings it closer to people and increases opportunities for citizens to participate.⁸²

Accountability [answerability], simply put, is the commitment of those in authority to bear the consequences of their actions. It describes the rights and responsibilities between and among people and institutions (including governments, civil society, and market actors) that have an impact on their lives. In democratic states, accountability helps guarantee that decision-makers abide by standards, rules, and agreed goals. Citizens grant their governments the power to levy taxes, spend public funds, legislate laws, and devise and enforce policies. In return, they expect government to be able explain and justify its use of powers and may take corrective action when necessary.

From this viewpoint, we find that accountability has a policy purpose (investigating misuse of executive political powers) and an operational purpose (guaranteeing the efficient performance of governments). In order for accountability [answerability] to be effective, it must encompass two elements: accountability, which is the commitment to providing an explanation and the right to obtain a response; and enforcement, which is the guarantee that an action or remedy will be taken if accountability fails.⁸³

Accountability is a fundamental component of the human rights-based approach, which emphasizes the relationship between state duties and their corresponding individual entitlements. It helps to determine who is responsible for guaranteeing people’s rights. For accountability to fulfil its role, there

⁸⁰ UNDP Social Accountability Report 2012.

⁸¹ Ibid.

⁸² Ibid.

⁸³ Ibid.

must be transparency, because where documented information is lacking at the right time, there will be no basis for accountability or the application of penalties.

Social accountability is another form of accountability that springs from the actions of citizens and CSOs that seek accountability of the state. It also focuses on the efforts exerted by the government and other actors (media outlets, private sector, and donor organisations) in supporting these actions.⁸⁴

Social accountability aims to avail an additional set of checks and balances of the state for the public good by exposing incidents of corruption, neglect, and shortcomings. The practice of social accountability is continuously possible through the media, the judiciary, public hearings, campaigns, and demonstrations, etc. Social accountability mechanisms complement and enhance formal government accountability mechanisms, including political, administrative, and legal mechanisms.

Social accountability could also strengthen development outcomes and progress towards achieving human development in general, in addition to achieving development goals by fortifying links between local organisations and citizens with the aim of:⁸⁵

- Sharpening the focus on public service provision.
- Monitoring performance and enhancing responsive governance.
- Ensuring the inclusion of the needs of vulnerable groups in the formation and execution of policies.
- Demanding transparency and disclosure of failure and corruption.
- Facilitating the establishment of effective links between citizens and local governments in the context of decentralisation.
- Enabling traditionally excluded, marginalised groups to participate in policy processes.

Capacity

8-1 How effective are CSOs in supporting community accountability and the accountability of municipal representatives?

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Some CSOs have strived to promote the concept of community accountability and implement a number of projects in this realm. Some were through regional partnerships and some through the support of donor organisations. Some examples are: “Popular participation in preparing municipalities’ general budgets” implemented by Al-Shurakaa Centre Jordan; “My municipality is my responsibility” carried out by Basar Civil Society Studies Centre for monitoring and documenting municipal violations via social networks; “Integration of youth in municipal policies” implemented by Al-Hayat Civil Society Development

⁸⁴ Ibid.

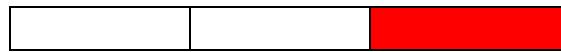
⁸⁵ Ibid.

Centre that aimed to foster a greater role for youth in municipal work and policies. The latter project organised a set of activities to bridge the gap between the municipality and the local community and enhance the municipality's engagement through the effective participation of youth and development progress.

Investigative media and journalism also plays a role in community accountability. The investigative journalism unit at Radio Al-Balad has conducted a number of activities related to this subject. The most important one at the municipality level was the "Enabling clauses 1, 2, 3" project at Dir Ulaa municipality with regard to local community development and providing job opportunities to reduce unemployment in Dir Ulaa. This unit also tried to find out how to dispose of garbage in Greater Zarqaa Municipality, the number of garbage dumpsters in this sector, and the employees who were modified from national labourers (cleaning workers) to categorised employees who receive salaries without work.

Effectiveness

8-2 How effective are civil society initiatives in making municipalities accountable? Are there examples of experiments in the municipalities of initiatives such as decision-making and changing behaviour?



The CSOs did not have any notable success in fostering accountability in municipalities or clear changes in their behaviour. Only Shurakaa-Jordan's participatory budget project succeeded in having Na'our Municipality consider the priorities of its citizens in preparing the 2014 budget.

Nor was investigative journalism successful in engaging the role of accountability in any municipality or causing notable change in policies and behaviour. This is due to the weak legal structure of the law on guaranteeing access to information and numerous other laws that inhibit access to information. Furthermore, the high financial cost of investigative journalism prohibits the adoption of or belief in its importance by profit-seeking media institutions. Government media institutions also distance themselves from this field and experts are very rare.⁸⁶

⁸⁶ Mr Mus'ab Al-Shawakaba, Radio Al-Balad.

Conclusions and Recommendations

Conclusions

I. Legislation

- 1- The Municipalities Law and a number of other laws, regulations, and guidelines issued in accordance with the Municipalities Law govern the tasks, powers, and functions of the municipal council, municipal work mechanisms, steering its financial and administrative affairs and that of other bodies responsible for supervising these activities.
- 2- The Municipalities Law declares municipalities to be financially and administratively autonomous, although a number of provisions in this Law restrict the municipal council's financial and administrative actions by requiring prior approvals from government bodies. In addition, a number of municipal work systems overlap and cause restrictions to this autonomy.
- 3- There is a large number of laws, regulations, and guidelines that govern municipal work, which reflects negatively on the municipality's work performance. This bulk of rulings puts a great strain on municipal workers to comprehend them all and apply them to their job tasks and functions.

II. The municipality's financial and human resources and infrastructure:

- 1- The Municipalities Law and corresponding regulations clearly sets out the municipality's resources such as taxes, fees, and fines, how to collect them whether undertaken directly by the municipality or through government bodies that collect them on its behalf, and the percentages to be distributed over the municipality.
- 2- Considering the tasks it must pursue, Na'our Municipality suffers from a lack of funds, shortage of qualified personnel, and poor infrastructure including roads, mechanisms, tools and equipment, which reflect badly on its performance and, in turn, on citizen satisfaction levels.
- 3- The process of collecting taxes and fees from citizens is also weak and taxpayers often evade paying their taxes and fees in general.

III. Municipal Elections

- 1- The Municipalities Law governed the elections that took place on 27 August 2013 in all its phases from registering voters on electoral lists, redacting the lists, voting, counting, supervision committees, final announcement of election results, and ways to appeal the results.
- 2- The municipal council did not represent all segments of the community. Most political parties boycotted the elections so nominations were not based on party or coalition programmes, but on individual and tribal affiliations. The distribution of a number of seats was also not fair due to the voters' distance from the seven regions represented in the council. Finally, the voter turnout of less than 30% was very poor.
- 3- Violations permeated the election proceedings but did not have a great impact on the final outcomes of these elections. Examples are laxity in abiding by the legal framework of voting and

counting, failure of nominees to abide by campaign rules, and lack of ceilings to limit campaign spending.

IV. Integrity, participation, and transparency

- 1- There are no legal rulings to ensure the transparency of information on municipal activities and decisions issued by the municipal council.
- 2- The municipality does not publish its financial and administrative reports, which limits the transparency of its work and affects citizens' rights in obtaining financial and administrative information relating to the municipality and its council.
- 3- There are clear systems and mechanisms to guarantee the integrity and transparency of taxes and fees collection procedures, tendering and bidding procedures, and the appointment of employees to different positions in the municipality.
- 4- There are no systems to enhance the integrity of the council's work such as records of council members' behaviour, guidelines for receiving gifts, reporting corruption, and avoiding conflicts of interest.

V. Judiciary and municipalities

The municipal court is responsible for handling crimes perpetrated within the boundaries of the municipality that violate the Municipalities Law, the City, Town, and Building Planning Law, Health Law, and Professional Licenses Law. The West Amman Court of First Instance handles claims against the municipality to demand compensation or appeal municipal election results. The Supreme Court of Justice looks into final decisions issued by the municipal council whether they are administrative or regulatory.

VI. Supervision and Control Tasks

- 1- Na'our Municipality does not have a special unit to field complaints, nor a general complaints system that shows citizens how to submit and follow up on complaints with specific timeframes for such actions.
- 2- Official and national institutions, such as the Anti-Corruption Commission, Complaints Bureau, and Audit Bureau, receive complaints against the municipality, as well as the National Human Rights Centre and the Municipal Inspection and Performance Evaluation Directorate in the Ministry of Municipal Affairs. The legal provisions governing these institutions cover each one's jurisdiction with regard to submission of complaints, types, and measures taken to resolve them.
- 3- Na'our Municipality lacks a special unit for internal control and auditing of municipal finances and administration.
- 4- The three control institutions (Anti-Corruption Commission, Complaints Bureau, and Audit Bureau) are active in the control and auditing of municipalities. The Municipal Inspection and Performance Evaluation Directorate at the Ministry of Municipal Affairs also performs such tasks.
- 5- The ACC works to detect pockets of corruption of any form in the municipalities, particularly financial and administrative corruption. It also looks for the use of intermediaries and favouritism since this is a violation of others and of public finances.

- 6- National institutions and CSOs fail to fulfil the desired goal of public awareness-raising of anti-corruption efforts in the municipalities sector. Local media are also weak in this area, especially investigative media, due to legislative obstacles, poor financial resources, and lack of expertise.

VII. Civil Society and Community Accountability

- 1- CSOs fail to play a significant role in community accountability at the local level in general and in the municipalities in particular.
- 2- CSOs generally do not get involved in municipal work due to the lack of interest of civil society, poor financial resources, and lack of expertise.
- 3- Lack of the concept of community accountability and the role of the community in controlling municipal work; lack of complete understanding of the importance of accountability.
- 4- Lack of relationship between civil society and municipalities. The inability to access information and the failure to publish periodic municipal reports or to hold regular meetings with the public all weaken community accountability.
- 5- Investigative media focusing on community accountability is minimal due to restrictions found in the laws governing media and journalistic work, restrictions on the right of access to information, as well as the high cost of this type of media work and lack of expertise.

Recommendations

I. Legislation

- 1- Review the legal, regulatory, and procedural structure of municipal work mechanisms.
- 2- Grant more autonomy to municipalities; reduce the severity of centralisation of laws and regulations governing municipal work.
- 3- Develop legislation to administer municipal work to conform to standards and requirements of integrity, transparency, and accountability.

II. Financial and human resources

- 1- Conduct situation analysis of municipalities; review their potentials and capacities in mobilising sufficient financial revenues to manage their own affairs; study the volume of tasks assigned, breadth of their geographical space, human resources, financial resources, mechanisms, and technological infrastructure.
- 2- Develop mechanisms to collect taxes and fees from taxpayers and more effective financial policies to improve municipal revenues and enable it to pursue its tasks.
- 3- Search for new resources in the municipalities and allocate portions of the state budget to municipalities other than those they already collect in order to build their capacities.

- 4- The municipality should always adopt the idea of participatory budgeting to activate the role of citizens in preparing the budget and enabling the municipal council to be aware of citizens' needs and priorities.

III. Municipal Elections

- 1- Set a ceiling for election campaign spending to achieve equality among candidates. Make penalties harsher for violating election process regulations.
- 2- Lower the minimum age for nomination to municipal elections in order to open the way for a greater number of youth to participate in managing municipal work.
- 3- Reconsider how to distribute municipal council seats to better suit the number of voters in each of the seven regions of Na'our Municipality.

IV. Integrity, Transparency, and Accountability

- 1- Foster the value of integrity in the municipalities by formulating regulations concerning conflicts of interest, receiving gifts, reporting of corruption, records of behaviour of municipal council members and administrative employees.
- 2- Strengthen the principle of transparency by adopting a policy of publishing financial and administrative reports, municipal council decisions, and the municipality's budget and closing accounts on the municipality's website.
- 3- Include municipalities under the departments that must present information to the public in the law on the right of access to information.
- 4- Set standards and tools to measure the quality of service provision and financial and administrative performance and the extent that these conform to laws and annual work plans devised by the municipal council. Measure progress and compare with the demands and satisfaction of service providers and project contributions to achieving the desired development goals.

V. Judicial Authority

- 1- Form specialised judicial bodies to handle cases of corruption; implement advanced capacity-building programmes for judges.
- 2- Strengthen the role of public prosecutors; implement advanced capacity-building programmes and continuous training for public prosecutors.

VI. Supervision and Accountability Tasks

- 1- Establish an effective complaints system. Prepare a special guide for complaints procedures in the municipality.
- 2- Establish an internal control system in the municipality to encompass all forms of financial and administrative control.
- 3- Establish a performance assessment system in the municipality.

- 4- Determine the legal liability of municipalities' failure to cooperate with the oversight of the Audit Bureau and its obligation to correct and address violations.
- 5- Create legal frameworks for the coordination among the three control institutions (Anti-Corruption Commission, Complaints Bureau, and Audit Bureau) that guarantee complementary but not overlapping powers.
- 6- Focus on the ACC's role in preventing the occurrence of corruption crimes and in educating on the dangers of corruption.
- 7- Create a coordination mechanism between the ACC and law enforcement agencies to ensure investigations do not overlap, which often leads to a loss and dispersal of evidence.
- 8- Encourage local media to play an active role in raising public awareness of anti-corruption efforts.
- 9- Enhance the role of CSOs in combating corruption and spreading the culture of community responsibility that rejects corruption and reinforces the value of integrity. Expose corruption via control and regulation, prepare special reports, and inform the populace of incidents of corruption and corrupters.

VII. Civil Society and Community Accountability

- 1- Build capacities of CSOs in community accountability; emphasize their role in spreading the culture of accountability and its importance in improving service provision in the municipalities.
- 2- Emphasize the role of alliances among CSOs and exchange accumulated experiences to effect a positive change in accountability and community control.
- 3- Modify laws governing journalistic work such as the printing and publication law, protection of documents and state secrets law, and the law on guaranteeing the right of access to information in order to enable investigative journalism in playing an effective role in community accountability.
- 4- Development of skills of workers in media and investigative journalism.

Annex One

Data on the municipal council's work

1. Electoral precinct that you represent:

Na'our Zabud Wasil Husban Al-Rawdha Bani Hashem

Adabiyan Al-Mansoura Umm-al-Qutain Al-Manshia

2. On what basis were you elected as a member of the municipal council?

individual list party Quota

3. Are the council's tasks clear and specific?

Yes no

4. Does the municipal council have full autonomy in pursuing its work?

Yes no

5. Is there a specific strategy that the municipal council strives to implement?

Yes no

6. Is there a record of behaviour of municipal council members?

Yes no

7. Are there training programmes for municipal council members?

Yes no

8. Is there overlap and incongruity between council tasks and other government departments' tasks within the boundaries of the municipality?

yes no

9. Are council decisions influenced by external pressures coming from:

Regional representatives Tribal leaders Precinct voters

Administrative officer Minister of Municipal Affairs CSOs none

10. Are effective and regular meetings arranged between the municipal council and the local community?

yes no

11. Does the municipal council engage civil society in cases raised before the council?

yes no

12. Are there effective mechanisms for the council's supervision of municipal employees?

yes no

13. Are there effective mechanisms for the council to hold municipal employees accountable?

yes no

14. Are the municipality's financial resources sufficient for the council to pursue its functions and powers in accordance with the law?

yes no

15. Is there sufficient infrastructure and human resources to enable the council to pursue its work?

yes no

16. Main challenges confronting the council's work:

Scarce funding.
Shortage of human resources, especially technical experts.
Overlapping of tasks and powers between the municipality and other government departments.
Hegemony of the Ministry of Municipal Affairs.
Strict ties with the central authority and subordination to its budget and policies.
Administrative routine hampers municipal work.
Lack of legislation governing municipal work.
Lack of confidence between the municipality and the local community.
Weak spirit of initiative and community participation.
External pressure and influences on municipal council members.

- Scarce funding.
- Shortage of human resources, especially technical experts.
- Overlapping of tasks and powers between the municipality and other government departments.
- Hegemony of the Ministry of Municipal Affairs.
- Strict ties with the central authority and subordination to its budget and policies.
- Administrative routine hampers municipal work.
- Lack of legislation governing municipal work.
- Lack of confidence between the municipality and the local community.
- Weak spirit of initiative and community participation.
- External pressure and influences on municipal council members.

Annex Two

Assessment questionnaire on civil society organisation activities in community accountability, enhancing integrity, and combating corruption:

Name of organisation / association

1. Did the organisation and/or association implement any activities in community accountability in the municipality?

Yes no

2. What are most important activities the organisation implemented in community accountability?

- Municipal performance assessment.
- Satisfaction with the municipality's performance.
- Participation in planning the municipality's budget.
- Determining needs and priorities of the local community.
- Monitoring of municipal elections.

3. Did the organisation implement awareness-raising activities for the local community in community accountability?

yes no

4. Did the organisation implement awareness-raising activities for the local community in integrity and combating corruption?

yes no

5. Did the organisation's activity have an impact on the municipality's work or performance?

yes no

6. Did the municipal council cooperate and contribute to the organisation's activities?

yes No

7. Did the municipality adopt some of the organisation's recommendations?

yes no

8. What are the main challenges and/or causes that prevent organisations from engaging in this field?

- Lack of expertise in this field.
- Lack of interest in this field.
- Lack of financial resources.
- Difficult and dangerous work in this field.
- Lack of attention of the local community to this field.

Annex Three

Assessment questionnaire of citizens' activities in community accountability, enhancing integrity, and combating corruption:

Dear Citizen,

1. Are you aware of the municipal council's functions and powers?

yes no

2. Have you ever read any of the municipality's plans and municipal council decisions?

Yes no

3. Is information easy to obtain from the municipality?

yes no

4. Have you ever participated in any activity with the municipality?

yes no

5. Have you ever presented any recommendations to improve the municipality's work performance?

yes no

6. Have any recommendations presented to the municipality been applied?

yes no

7. Have you ever submitted a complaint against the municipality?

yes no

8. Was the complaint taken seriously and resolved?

yes no

9. If you wish to submit a complaint to the municipality you would go to the:

Complaints department at the municipality Ministry of Municipal Affairs Complaints Bureau
 Anti-Corruption Commission Audit Bureau Civil society organisations

Annex Four

Measurement of citizens' satisfaction with municipal services:

Dear Citizen,

- How satisfied are you with the following municipal services?

1. Municipal planning, street construction, paving and maintenance.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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2. Organising and monitoring crafts and industries.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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3. Access to building permits and professional licenses.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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4. Protection of public health.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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5. Health control.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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6. Cleanliness of the municipality.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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7. Sanitary disposal.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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8. Cultural, sports, and social activities.

<input type="checkbox"/>	Satisfied	<input type="checkbox"/>	Somewhat satisfied	<input type="checkbox"/>	Dissatisfied
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9. Monitoring and regulation of public stores.

Satisfied

Somewhat satisfied

Dissatisfied

10. Construction of squares, parks, and recreational facilities.

Satisfied

Somewhat satisfied

Dissatisfied

- What are the causes of poor provision of services to citizens?

Scarce financial resources.

Shortage of human resources.

Corrupt administration, if any.

Intermediation (middlemen), if any.

Nepotism, if any.

Favouritism, if any.

References

Legal references:

- 1- Constitution of Jordan.
- 2- Municipalities Law No. 7 of 2012.
- 3- City, town, and building planning law No.79 of 1966.
- 4- Audit Bureau Law.
- 5- Financial Disclosure Law No. 54 of 2006.
- 6- Law on ensuring the right of access to information No. 47 of 2007.
- 7- Complaints Bureau Law No. 11 of 2008.
- 8- Law on the independent election authority.
- 9- Law on establishing municipal courts No. 35 of 2009.
- 10- Anti-Corruption Commission Law No. 62 of 2006.
- 11- Professional Licenses Law No. 28 of 1999.
- 12- Law on building and land tax within municipal regions No. 11 of 1954.
- 13- Nation-building Law No. 7 of 1997.

Regulations :

- 1- Administrative apparatus regulation No. 47 of 2000.
- 2- Administrative divisions regulation No. 46 of 2000, as amended.
- 3- Na'our Municipality regulation No. 54 of 1961.
- 4- Mayoral regulation No. 71 of 2009.
- 5- Municipal finances regulation No. 77 of 2009.
- 6- Municipal supplies and civil works regulation No. 70 of 2009.
- 7- Municipal personnel regulation No. 108 of 2007, as amended.
- 8- Civil service regulation No. 82 of 2013.
- 9- Regulation on monitoring street vendors and kiosks in municipal regions No. 63 of 2000.
- 10- Regulation on monitoring vendors who roam, sell goods on mats, and under umbrellas No. 81 of 2001.
- 11- Regulation to forbid littering and fees for garbage collection in municipal regions No. 1 of 1978.
- 12- Regulation on advertising permits within municipal boundaries No. 76 of 2009.

13- Guidelines to regulate financial guarantees for employees, No. 1 of 2003.

Reports :

- 1- Audit Bureau report of 2012.
- 2- Anti-Corruption Commission report of 2012.
- 3- National Human Rights Centre report of 2012.
- 4- Complaints Bureau report.
- 5- Independent elections authority report on municipal elections of 2013.
- 6- “Rassid” [Observer] report on voting and counting proceedings of municipal council elections.
- 7- UNDP social accountability report of 2013.

Interviews :

External interviews:

- 1- HE, Ms Asmaa Khadhr, vice chairperson of the Independent Elections Authority Council. Personal interview on 24/6/2014.
- 2- HE, Mr Alaa-eddin Al-Armuti, acting president of the Complaints Bureau. Personal interview on 19/6/2014.
- 3- Mr Ra'id Abu Rabiha, head of studies department at the Anti-Corruption Commission. Personal interview on 2/7/2014.
- 4- Mr Aahed Ziyadat, Assistant Secretary General of Municipalities at the MMA. Personal interview on 25/6/2014.
- 5- Engineer Abdulfattah Al-Ibrahim, Inspector General at the MMA. Personal interview on 26/6/2014.
- 6- Mr Nidhal Al-Adwan, director of legal department at the MMA. Personal interview on 10/7/2014.
- 7- Mr Mundhir Muhammad Bukhayt, Na'our Municipality mayor-elect. Interview on 30/6/2014.
- 8- Mr Majid Al-Rumamana, former candidate in Na'our municipal elections. Interview on 10/7/2014.
- 9- Mr Musa Al-Sawa'eer, former candidate in Na'our municipal elections. Interview on 10/7/2014.
- 10- Mr Na'eem Abu Days, former candidate in Na'our municipal elections. Interview on 10/7/2014.
- 11- Mr Ibrahim Qublan, journalist. Interview on 8/7/2014.
- 12- Mr Mus'ab Al-Shawakaba, head of investigative journalism unit at Radio Al-Balad. Interview on 21/7/2014.
- 13- Dr Aamer Bani Aamer, Al-Hayat Civil Society Development Centre. Interview on 6/7/2014.
- 14- Dr Mayy Al-Taher, president of Basar Civil Society Studies Centre. Interview on 29/6/2014.

- 15- Nour Zadeh, programme officer, Shurakaa-Jordan, civil society organisations cooperation centre.
Interview on 25/6/2014.

Internal interviews:

- 1- HE, Mr Ghalib Musa Al-Sawa'eer, mayor. Numerous interviews: 20/6/2014 – 22/6/2014 – 25/6/2014 – 3/7/2014.
- 2- Mr Abdulnaeem Al-Anaani, vice chairman of the municipal council at Na'our Municipality. Interview on 25/6/2014.
- 3- Mr Abdulsattar Al-Bakkar, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 4- Mr Taysir Al-Nasser, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 5- Ms Alaya Al-Masa'ifa, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 6- Mr Atif Al-Sawa'eer, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 7- Mr Waad Al-Thawabia, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 8- Ms Arwa Al-Afishat, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 9- Ms Nadia Al-Sawa'eer, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 10- Ms Ruqayya Al-Sawa'eer, member of municipal council at Na'our Municipality. Interview on 25/6/2014.
- 11- Mr Mahmoud Iyada Al-Dabas, head of Na'our Municipal Bureau. Various interviews on 21/6/2014 – 23/6/2014 – 27/6/2014.
- 12- Mr Hamdan Salim Al-Sawa'eer, head of the finance department in Na'our Municipality. Interview on 25/6/2014.

Associations that completed the assessment questionnaire:

- 1- Kullana [We are all] Jordan Charitable Association/ Na'our.
- 2- Nashama wa Nashamiat [Dignified Men and Women] Association of Na'our Province.
- 3- Al-Sharkasia Association, Na'our.
- 4- Women Activists Association of Na'our.
- 5- Sons of Na'our Province Charitable Association.