

# Hashemite Kingdom of Jordan



*Jordan's Ombudsman Bureau*

For every person who has a right

**Annual Report**

**2011**

# Hashemite Kingdom of Jordan



*Jordan's Ombudsman Bureau*

For every person who has a right

The Annual Report  
(2011)

*Ombudsman Bureau*



**His Majesty King Abdullah II Ibn Al Hussein**

*Ombudsman Bureau*



**His Royal Highness Crown Prince Hussein Ibn Abdullah II**

# Ombudsman Bureau



## Table of Contents

<b>List of acronyms used in this report</b>	6
<b>Vision and Mission</b>	7
<b>1. Message from the Ombudsman</b>	8
<b>2. Legal Framework</b>	11
<b>3. Ombudsman Bureau's Units</b>	12
<b>4. Main Processed Complaints</b>	14
4.1. Summary	14
4.2. Complaints on Public Service and Education	14
4.3. Complaints on infrastructure, finance, health and environment	27
4.4. Complaints on Personal Rights and Security and Military Affairs	37
<b>5. Flawed public administration performance as detected through complaint processing</b>	41
<b>6. JOB's Own Initiatives</b>	44
6.1. Legal Grounds for Own Initiatives	44
6.2. Main Initiatives	44
<b>7. Analyses of Complaints Received in 2011</b>	46
<b>8. JOB's Activities</b>	74
<b>9. Organisational Chart</b>	82

## List of acronyms used in this report

AAU	Aal al-Bayt University	JNRC	Jordan Nuclear Regulatory Commission
AHU	Al-Hussein bin Talal University	JOB	Jordan Ombudsman's Bureau
ASEZA	Aqaba Special Economic Zone Authority	JU	University of Jordan
ASU	Applied Science University	JUH	University of Jordan Hospital
AVC	Audiovisual Commission	JUST	Jordan University of Science and Technology
BAU	Balqa Applied University	LTRC	Land Transport Regulatory Commission
CDD	Civil Defence Department	MoA	Ministry of Agriculture
CoMin	Council of Ministers	MoC	Ministry of Culture
CRU	Complaint Receiving Unit	MoE	Ministry of Education
CSB	Civil Service Bureau	MoEMR	Ministry of Energy and Mineral Resources
CSCC	Civil Service Consumer Corporation	MoEn	Ministry of Environment
CSPD	Civil Status and Passport Department	MoF	Ministry of Finance
DEF	Development and Employment Fund	MoFA	Ministry of Foreign Affairs
DLS	Department of Lands and Surveys	MoH	Ministry of Health
ERC	Electricity Regulatory Commission	MoHE	Ministry of Higher Education and Scientific Research
FID	Follow-up and Inspection Department	Mol	Ministry of Interior
GAJM	Greater Ajloun Municipality	MoICT	Ministry of Information and Communication Technology
GAM	Greater Amman Municipality	MoJ	Ministry of Justice
GDA	General Department of Antiquities	MoL	Ministry of Labour
GF	Gendarmerie Forces	MoMA	Ministry of Municipal Affairs
GID	General Intelligence Department	MoPSD	Ministry of Public Sector Development
GIM	Greater Irbid Municipality	MoSD	Ministry of Social Development
GKM	Greater Karak Municipality	MoPW	Ministry of Public Works
GMM	Greater Mafraq Municipality	MoT	Ministry of Transport
GSM	Greater Sult Municipality	MoTA	Ministry of Tourism and Antiquities
GSSC	General Social Security Corporation	MoWI	Ministry of Water and Irrigation
GTM	Greater Tafilah Municipality	MoWIAS	Ministry of Waqfs and Islamic Affairs and Sanctuaries
GZM	Greater Zarqa Municipality	MoYS	Ministry of Youth and Sports
H CJ	Higher Court of Justice	MU	Mutah University
HCST	Higher Council for Science and Technology	NAF	National Assistance Fund
HoR	House of Representatives	NITC	National Information Technology Centre
HU	Hashemite University	PDTRA	Petra Development and Tourism Region Authority
HYC	Higher Youth Council	PM	Prime Ministry
IDA	Irbid Directorate of Agriculture	PPDs	Persons with Physical Disabilities
IOI	International Ombudsman Institute	PSCs	Private Sector Corporations
ISTD	Income and Sales Tax Department	PSD	Public Security Directorate
JAF	Jordan's Armed Forces	SJD	Supreme Judge Department
JC	Judicial Council	SRF	Scientific Research Fund
JCD	Jordan Customs Department	TTU	Tafila Technical University
JHCO	Jordan Hashemite Charity Organisation	WISE	World Islamic Sciences University
JMB	Jordan Medical Board	YU	Yarmouk University
JPD	Joint Procurement Department		



An authentic reference for receiving complaints on public administration and public servants.



Deeply establish the values of effectiveness, justice, integrity and transparency in public administration.

# *Ombudsman Bureau*



## 1. Message from the Ombudsman



As I am writing this message, I am aware of the challenges facing all countries around the world in their relentless and serious pursuit of reform and good governance that would harness transparency and the rule of the law.

In this context arises the value of oversight institutions that serve as a means to freely and effectively ensure an accountable and fair provision of public services.

The year 2011 has been eventful in this part of the world. Many significant incidents, changes and calls for reform sprang out in the region signalling for Jordan Ombudsman's Bureau (JOB) the necessity to be more responsive to new realities imposed on the local, regional and worldwide levels. I visited in the company of my staff some of Jordan's most impoverished populations that are most in need for services.

The tour covered the northern, middle and southern valley regions in addition to other field visits made by JOB to remote areas in the south and to the Badiyah. The visits also served as a raising-awareness campaign on the role of our Bureau and how to lodge a complaint there. We were attentive to complaints and needs raised by individuals and communities in relation to infrastructure services. I submitted those complaints along with our recommendations to the Prime Minister, who in turn directed the line ministries to expedite response to complaints, particularly collective ones.

I held intensive meetings with local players including members of both chambers of the National Assembly, as they play an important

role in politics and reforms, and with district administrators who have relevant mandates and good presence at the local and executive levels.

To their credit, the governors showed good coordination, cooperation and understanding of JOB's views in relation to the imposition of supervised probation for persons with criminal records. Our opinion was that having such persons sign at the police station every morning and evening will disrupt their ability to join work and spend on their families. JOB has already received hundreds of complaints, all of which were processed by completely lifting the supervised probation penalty or at least reducing it to signing once a day rather than twice.

Such a progress would have not materialised had it not been for the positive and thankful cooperation of district administrators.

Enhancing awareness of and accessibility to JOB has been a main priority in our agenda. JOB was created, in the first place, to ease out-of-the-court access to administrative justice that would spare service users both time and efforts. To that end, I held several sensitisation meetings with liaison officers and respective supervisors positioned in Amman's post offices.

We wanted JOB to serve as a source of last resort and legal frame of reference when the conventional means of oversight are unable to resolve complaints lodged by members of the public who felt they were unfairly treated by certain public institutions.

We created a network of officers to liaise between JOB and the various public institutions.

Inter-agency committees were also designated to examine complaints filed against the most amenable institutions including, for example, the Ministry of Health (MoH), the Ministry of Education (MOE) and Greater Amman Municipality (GAM).

Following was a series of other meetings with liaison officers at finance, economy and human resource institutions. The aim was to put those officers in perspective on what JOB can do in empowering the public to exercise their right to complain. JOB strongly believes that a strengthened responsiveness to public complaints is a key element in promoting mutual trust between the public and the government and contributing to the provision of a secure job environment.

It was particularly rewarding and innovative to invest in the youth as partners in communicating to the public our mission and vision. I directed our communication department to cooperate with the academia, and thus it held an introductory session with students at the Applied Science University (ASU) and launched a contest for the designing our posters. The competition was of particular relevance to design students as it provided them with a theme for their graduation projects. Three winners were identified and given prizes.

I have encouraged the dissemination of a "culture of complaints" -as I call it- in pursuance of which I was keen on signing memorandums of understanding with other stakeholders to come up with a number of relevant joint mechanisms. Partners included the University of Jordan (JU), Development and Employment Fund (DEF) and Karak Association for Persons with Physical Disability.

My role as an Ombudsman has never been compromised by my participation in public forums. On the contrary, I tended to make informative interventions at public forums to familiarize the audience with our job and mission. In "Let us Talk for the Sake of Jordan" seminar, for example, I made a presentation on the tasks and powers vested with JOB. I shed some light on our work and explained the need for a neutral oversight institution that stands on its own, administratively and financially, for the sake of reform. Despite those efforts,, there is still considerable public ignorance of our functions

and powers. Even highly educated people tend to stage demonstrations and sit-ins to contest a public administration issue or decision instead of resorting to us. In this connection, I urge all the public to file their relevant complaints with competent institutions before they take to the streets and cause unfavourable disruption of public interest.

On the regional and international arenas, our Bureau has maintained a high profile, despite limited resources, to cope and establish strong ties with counterpart ombudsman offices. We attended international conferences of ombudsmen, met with our counterparts and received their delegations to Jordan.

A remarkable progress that we are proud of is Jordan's accession to the International Ombudsman Institute (IOI) as an institutional member. Underpinning main conditions for membership to IOI, which is the highest institution for ombudsmen in the world, are neutrality, independence and ability of the respective ombudsman's office to receive complaints and issue recommendations in addition to the existence of a law that defines its powers and responsibilities. Being an IOI institutional member means we have fulfilled all of those strict requirements, the first to do so in the Arab world. The IOI currently has 167 members from all continents.

To improve public accessibility and interaction with JOB, we have provided a hotline service that guides service users through complaint submission procedures and gives them updates on their lodged complaints. I have also been perseverant to have our Bureau going online. We have now a Facebook page and an official website that I directed to make all necessary information available for the perusal of service users and public administrations.

Before lodging a complaint, it is highly recommended for service users and public administrations to read carefully some cited complaints that JOB received and processed.

# Ombudsman Bureau

JOB has succeeded in resolving around 75% of complaints that uncovered errors made by public administrations. Our experience with such complaints unfolded into a number of systematic patterns of errors that, if avoided in the future, will spare the precious time and efforts of both service users and public administrations. Here, I feel it relevant to stress that lots of errors could have been avoided had it not been for ignorance by the one in charge of the bylaws and regulations or his/her failure to verify them. Interestingly, for example, we discovered while processing a complaint that a minister exercised powers that are legally bound to a recommendation by the undersecretary.

Seeking legal counselling is also another common weakness that needs to be adequately addressed by public administration. I have found that very few officials in charge would look for legal input before taking action, although legal insight very frequently changes the track of the entire given transaction, and hence shapes the decision to be taken in a different way.

Several complaints appear to have been triggered because of the use of discretionary powers by the respective administrations. While freely conceding to the fact that the exercise of discretion is a legal undeniable right for public administration, JOB firmly believes that justice and good management require the rational use of this right. It is a necessity underlined, in particular, by such benchmarks as good governance, the rule of the law and transparency, which are together reshaping today's administration.

Misconceptions may float on the surface about the Ombudsman's proper job. I hope nobody will be misled to think that, as an Ombudsman, I am using powers beyond my legal remit. Needless to say, the Ombudsman's role is to criticize the public administration if it violated the law and request it to correct a wrongdoing. But the law also empowers the Ombudsman to look into other aspects. Negligence and lack of equity or fairness are among such considerations that

trigger, by the law, the Ombudsman's oversight exercise. This explains the courageous extensive nature and depth of Ombudsman's probes. He/she is the one to direct, correct and recommend and will never endorse any wrongdoing that a public administration may ever make. This is exactly what modern oversight institutions are charged to do in out-of-the-court situations.

I would finally like to express a heartfelt thank you to all public administrations which cooperated with JOB, gave quick response and implemented JOB's recommendations on rightful cases. I call on all administrations to further cooperate with our Bureau, bearing in mind the great strides of the reform march.

Responsibilities and commitments need to be fulfilled by all parties in line with the law, not least because our time is one where wrong practices can no longer be concealed or passed without criticism and follow-up. Once and again, I reiterate that reform is not one man's job or the monopoly of a given authority but is rather a complementary process that starts with the political will, nourishes by healthy public administration practices and continues up to the efficiency and effectiveness of oversight institutions as well as other national institutions.

Thank you.  
Abdelilah Al-Kurdi

# Ombudsman Bureau

## 2. Legal Framework

Jordan Ombudsman's Bureau (JOB) derives its mandate from Article (17) of Jordan's Constitution, which gives Jordanians the right to approach public authorities on personal matters or on any public affairs in accordance with the manner and conditions defined by the law. This constitutional provision is also explicitly affirmed in the National Charter, which provides for the establishment of a grievance office by a special law to oversee public administration and public servants' conduct and report to both the National Assembly and the Council of Ministers.

Law No. (11) for the year 2008 frames JOB's mandate and work. In Article (14), it states:

*"Any person adversely affected by or aggrieved of any decision, measure or practice or refrain from exercising any of the aforementioned acts by the public administration may file with JOB a complaint against the public administration in accordance with the manners and conditions prescribed in this law."*

The processing of complaints starts upon submission of the complaint form duly filled in by the complainant, who must mention his/her name, national number, personal details along with the facts and reasons for complaint accompanied by supporting documents, if any. The form must be signed by the complainant in person or by his/her legal representative. This authentication procedure is necessary to cut down on frivolous complaints.

After the complaint is processed and investigated, the Ombudsman issues a decision either to accept or decline it. In either case, the decision must be reasoned.

The jurisdiction entrusted with the Ombudsman is stipulated by Article (12/A) of the Ombudsman's Bureau Law as follows:

*"Investigating complaints filed against any decision, measure or practices made or refrained to be made by public administration or public servants. A complaint against public administration shall not be accepted if the subject action is already instituted before any administrative or judicial authority or if it is being*

*heard by a judicial authority and has not been decided yet." It does not have any jurisdiction, however, on the private sector."*

The above provision serves the independence of the judiciary and observance of its rulings.

Other main provisions in the law safeguard JOB's integrity and prescribe its procedures (Article 8):

*"The Ombudsman shall exercise his/her powers and tasks with full independence, shall be answerable only to the law and shall not receive any orders or instructions from any other party or authority."*

*"If a decision is issued to accept a complaint petition, the Ombudsman shall take all necessary steps to settle such a complaint in the speed and through the means he/she deems fit." (Article 15/A)*

*"If the respondent does not answer the Ombudsman's memo within the specified period (that is not more than 15 days from the receipt of the said memo), or should it decline or refrain from providing him/her with the documents or information he/she required, he/she may address the Prime Minister of such a matter for his/her action." (Article 15/B).*

*"If the Ombudsman finds out after completion of his/her procedures that the decisions, procedures taken by the public administration or that its failure to take necessary decisions or procedures entail any of the following: i) violation of the law, ii) inequity, abuse of power or lack of equality, iii) its reliance on illegal instructions or unfair measures or iv) negligence, default or error, he/she shall write a detailed report of such a matter and send it to the respondent public administration. he/she may also propose any recommendations he/she sees fit to the subject complaint." (Article 18)*

*"All servants working for public administration shall facilitate JOB's mission and furnish it with the required information and documents on the pain of disciplinary action and criminal liability" (Article 21), which further supports JOB's power, competencies and efficiency.*

## 3. Ombudsman Bureau's Units

A new organisational chart for JOB was created by JOB's law in light of its functions and tasks. Four specialized units have been introduced namely: Complaint Receiving Unit, Public Service and Education Investigation Unit, Infrastructure, Finance, Health and Environment Investigation Unit and Personal, Security and Military Rights Investigation Unit.

### 3.1. Complaints Receiving Unit

This unit receives complaints from the public, looks into their grounds then informs complainants of the results after complaints are duly processed.

In a nutshell, the following functions are undertaken by this unit:

- Receive complaints
- Refer complaints to competent authorities if not falling within JOB's jurisdiction.
- Provide appropriate guidance to complainants in case a complaint is declined.
- Document incoming complaints.

The following is a sample complaint received and dealt with by the Complaints Receiving Unit

*A complainant had applied for a job through the Civil Service Bureau (CSB) claiming her right to be appointed in accordance with the statutory humanitarian basis. She submitted a complaint that she had not been appointed. JOB examined the case and clarified for the complainant that eligibility for appointment on a humanitarian basis has certain requirements. It was explained to her that she should have met the requirements stipulated by the Regulations of the Selection and Appointment of Citizens in Public Service, issued by Article (42/A) of Civil Service Bylaws No. (30) for the year 2007, as amended are. Article (28/A) of the said Regulations states the requirements for eligibility for a public job on a humanitarian basis as follows:*

*1) if the applicant is a member of a poor family whose head receives a regular monthly aid from the National Aid Fund (NAF) as evidenced by a valid aid card; 2) a person with disability as defined by the law provided that such a person's disability shall not preclude his/her ability to perform the job he/she is appointed for. A medical report of the disability shall be provided as issued by the competent medical committee in the governorate in which the applicant lives; 3) a member of a family that has four members who are scientifically qualified and who have applied for a job at CSB provided that they have a minimum of a college diploma qualification subject to the following provisions: i) a document from the General Social Security Corporation (GSSC) shall be provided to prove that none of such members are subscribed to social security; and, ii) all applicants shall be registered in one valid family booklet; or, 4) special insistent or destitution cases referred to JOB by a committee formed by Paragraph (a) of this Article corroborated with the documents and details provided in the form specially made for this purpose.*

### 3.2. Public Service and Education Investigation Unit

This unit investigates complaints filed against public service and education administrations. The following are dealt with by this unit:

- Investigate whether or not public administration is compliant with good governance standards including transparency, accountability, reasoning of administrative decisions and minimum use of discretion in public administration practices to achieve quality and fairness.
- Complaints related to disciplinary actions
- Complaints related to appointments and supervisory jobs

- Complaints of transfer decisions in violation of bylaws.
- Complaints related to competitive ranking and humanitarian cases at CSB.
- Complaints of occupational negligence or ill-treatment by public servants.
- Complaints related to promotion and status adjustment
- Complaints related to loss of job, termination of service, retirement or provisional retirement in violation of applicable bylaws and regulations.
- Complaints of inequality or discrimination in scholarships at universities or at the Ministry of Higher Education (MoHE).
- Investigate the compliance of public administration officers with the applicable codes of ethics and public service manners.
- Complaints related to performance appraisal and annual reports.
- Investigate the commitment of public administration in settling its employees' complaints, establishing special complaint offices and answering complainants in writing.
- Complaints of ill-treatment of students at public schools.
- Guide the respective administration to remove such regulations that contradict with the law.

### 3.3. Infrastructure, Finance, Health and Environment Complaints' Unit

The unit assumes the following roles:

1. In terms of subject: It investigates incoming complaints related to such issues as infrastructure (water, electricity, roads (agricultural or otherwise organizational)), all types of licensing, telecommunication, transport, financial transactions and all types of transactions with the public administration.
2. In terms of respondents: Most relevant complaints are filed against those parties that provide infrastructure services and financial or health matters. These will include MoMA, municipal councils, MoPW, MoFA, services provided to expatriates through Jordanian embassies and consulates abroad, MoH, hospitals and medical centres, MoT and affiliated institutions, MoEMR, MoWI, MoA, MoE,, MoSD, NAF, MoI, MoF and affiliated institutions such as JCD, ISTD and DLS.

### 3.4. Personal, Security and Military Rights Investigation Unit

This unit investigates complaints submitted against: MoI, MoFA, JAF, PSD, CDD, GID and GF. Complaints accepted pro forma are received by this unit if they relate to personal and military rights, security clearances, national number issues, probations, naturalization, abuse and other issues.

## 4. Main Processed Complaints

### 4.1. Summary

JOB received in 2011 a number of (2,262) complaints from all governorates. A number of (1,420) were accepted having satisfied the criteria for accepting a complaint as defined by JOB's law. Investigations of claims showed that public administration erred in (197) cases. A number of (147) complaints were settled amounting to (75%) of those rightful complaints.

The ensuing parts of this report will further detail complaints according to respondents, types of complaints, subjects of complaints and complainants.

**Table (1) Procedures of processing and settling complaints according to number and percentage (Year 2011)**

No.	Actions taken	Number	Percentage %
<b>Accepted</b>		<b>1420</b>	<b>62,78</b>
1	Public administration is correct	774	54.51
2	Under official follow-up	405	28.52
3	Closed for non-completion of preliminaries	44	3.10
4	Public administration has erred.	197	13.87
	A officially or amicably resolved	147	74.62
	B A recommendation has been made but not yet implemented	50	25.38
<b>Declined Pro Forma<sup>1</sup></b>		<b>842</b>	<b>37.22</b>
1-	Without given counselling to the complainant	600	71.26
2-	Counselling is given to complainant	242	28.74

### 4.2. Complaints on Public Service and Education

#### - Main Complaints:

#### I. Complaints related to appointments:

##### 1. Jordan University of Science and Technology (JUST)

*Academic vacancies should be announced for to respect the principles of transparency and equal opportunities*

A complaint was filed against JUST in which the complainant said JUST appointed a person specialised in animal production without announcing for the job or following official procedures.

<sup>1</sup> Complaints declined pro forma are those that are not accepted because they do not meet JOB's minimum formal requirements.

After investigations, JOB concluded that the appointment procedures were erroneous as JUST failed to announce for the vacancy. This contradicts with the Constitution, particularly Article (6), which guarantees equality, equal opportunities and the right to assume public offices in line with the qualifications of the applicant. Therefore, the opportunity for the subject appointment should have been given to all of those who satisfy the conditions of the job. That JUST failed to announce for the job in dailies means denying the public to learn about and hence apply for the job, in violation of the equal opportunity principle.

JOB also found out that JUST's bylaws do not provide for standards or rules of competition for the selection of employees. The recommendation was, therefore, to put in place procedures for appointment of employees at JUST, particularly through interviews, announcement and competitive exams provided that such rules must observe the principles of equal opportunities, equality and transparency. JUST complied with this recommendation.

## **2. Scientific Research Fund (SRF)/ Ministry of Higher Education and Scientific Research (MoHE)**

When appointing new employees, several public administrations fail to follow applicable legal procedures, rendering such appointment contradictory with their own Bylaws and regulations and, sometimes, void of the rudiments of justice, equality and equal opportunities.

The complainant was summoned by the Civil Service Bureau (CSB) to sit a competitive test. Later on, she was interviewed by the central committee at CSB in accordance with Article (14) of the Employees Selection and Appointment Regulations. CSB then nominated the complainant for appointment at the Scientific Research Fund (SRF) as an accountant. She was asked to complete her employment procedures,

but SRF's Director General requested CSB to nominate a replacement claiming that she was not qualified for the required job.

JOB, having perused the procedures of appointment, found that SRF's Director General did not comply with Article (14) of the Employees Selection and Appointment Regulations. SRF should have completed the employment procedures of the complainant particularly because the competitive tests and interviews were not conducted by the respondent. Administrative judicial precedence also established that such decisions as that of the Director General are null and void because of lack of jurisdiction.

A recommendation was made to SRF to abide by CSB's bylaws and the Employees Selection and Appointment Regulations and therefore to continue with the employment procedures of the complainant in line with the law. SRF, however, refused to comply, which prompted JOB to address SRF again requesting it to correct the violation and that if it requires the appointment of persons with given experience, such a requirement should be explicitly stated particularly that CSB's bylaws clearly and specifically define requirements for experience.

In affirmation of the above, JOB made a recommendation to CSB to effectively supervise the appointment procedures and take any necessary action to correct violations. It also

recommended a circular to be sent to all ministries and governmental institutions and administrations that are subject to the Civil Service Bylaws to abide by the Civil Service Bylaws and Article (14) of the Employees Selection and Appointment Regulations.

CSB complied and sent the recommended circular. Its answer was compatible with our recommendations as it suggested the introduction of a mechanism that binds all administrations with the outcomes of central interviews as these are conducted by a specialised neutral committee.



### 3. Ministry of Labour (MoL)

*Non-discrimination on the basis of sex in appointment for public office*

A complaint was filed against MoL in which the complainant claimed that only males are nominated for the subject complaint's job despite the fact that she had a bachelor's degree in business administration and was ranked No.1 in the competitive list (males and females).

JOB's investigations concluded that the subject complaint's job is administrative and that it does not require any physical effort. As a rule of thumb, such public jobs should be given to qualified women given the fact that nothing should prevent women from accessing employment in the public sector unless the sex of applicant is intrinsically important. Jordan's Constitution and all covenants and legal instruments prohibit discrimination on the basis of sex when appointing candidates to a public job. No woman should be excluded from a job just because she is a woman.

JOB sent a recommendation to the Minister of Labour requiring him to observe the principle of non-discrimination on the basis of sex in appointment and allow citizens on equal footings to apply for such jobs. The Minister has yet to respond.

### 4. Supreme Judge's Department (SJD)

*Competitive tests are required for nominating employees.*

SJD requested CSB to nominate employees for a specific job at the department. CSB complied and nominated a number of candidates including the complainant for the interview and the competitive tests. However, the nominees were summoned just solely for interviews. The competitive test was not held. As a result of the interviews, the complainant was deemed unfit for the job.

Having investigated the matter, JOB found out that SJD did not comply with the Employees

Selection and Appointment Regulations. It failed, in particular, to furnish CSB with the reasons for excluding the complainant, for such a decision, a procedure required by the law. In addition, SJD also violated Article (13/H) and (13/I) of those Regulations. It refrained from conducting competitive tests and narrowed down the procedure to the results of personal interviews, which was detrimental to the interests of the complainant who was effectively denied the opportunity for employment. JOB sent SJD a full report of the violations in addition to a recommendation for it to rectify such violations and stick to the Civil Service Bylaws. SJD has not yet responded.

### 5. Yarmouk University (YU)

*Absence of legislative or procedural rules or principles does not entitle a public administration to neglect the equal opportunity principle.*

a museum technician without announcing for such a job, holding competitive exams or conducting personal interviews.

After investigations, JOB found that YU's procedures lacked the rudiments of competition, violated the equal opportunity principle and failed to accomplish justice and transparency. It was also found that YU does not hold in place any standards or principles for appointment of employees there.

The principle of equal opportunities means that a public administration must give equal opportunities to all of those who are qualified to fill in a vacancy. Non-compliance with this principle is a violation of the Constitution and it gives a leeway for nepotism and favouritism, which in turn reduces trust in public administration at large.

A detailed report of the violations was sent to YU, which was also requested to rectify the situation and introduce into its bylaws and regulations new procedures that meet the requirements of equal opportunities, equality and transparency. YU has not yet responded.

## II. Complaints and recommendations related to public servants' financial rights:

### 1. Ministry of Health (MoH):

*Article (29/F) of the Civil Service Bureau Bylaws No. (30) for the year 2007 must be observed and implemented.*

The complainant is a public servant who works at Zarqa Public Hospital for eight hours a day. In addition to his mandatory work load, he works every Saturday, which is a weekend. He claimed overtime pay in accordance with Article (29) of the Civil Service Law, but the hospital refused on the pretext of insufficient funds..

JOB's investigations revealed MoH's failure to enforce Article (29/F) of the said Bylaws entitled employees to time-off in lieu for hours worked beyond the normal working day in case it did not have sufficient funds. A recommendation was made to MoH to enforce that article in respect of all of its employees. MoH implemented the recommendation and granted the complainant his overtime dues.

### \*2. Civil Service Consumer Corporation (CSCC)

Deficiencies resulting from lack of efficient surveillance systems in CSCC should not be blamed on vendors.

A number of vendors filed several complaints against CSCC's imposition of fines on them. JOB detected an unfair treatment of vendors by CSCC. The corporation used to blame vendors for deficiencies in inventory on the assumption that they are the custodians of the goods to be sold. The vendors were thus unfairly fined, though they could not in practical terms, keep watchful eyes on the goods as they were engaged in selling activities at the cashier corner. The unfair treatment led them to lose their jobs while leaving unaccountable the real person(s) responsible for the loss, damage or theft of goods.

JOB recommended the forming of an ad hoc committee to investigate into the matter and

fulfil, as deemed appropriate, the following recommendations:

1. Apply Article (38) of CSCC's Financial Bylaws No. (35) for the year 1980 and issue relevant regulations to settle the differences between money at hand and deficiency in goods or commodities in custody.
2. Consider the possibility of insuring the goods and custodies, which can alone address the issue. Insurers often offer good schemes that may help CSCC to sort out the problem of deficiency in goods and custodies. International reinsuring companies can also compensate the costs of such deficiencies.
3. Delineate responsibilities and amend the job descriptions of vendors to include practical and well defined responsibilities.
4. Use available surveillance cameras for monitoring the goods rather than using them for the sole reason of archiving purposes. Officers are required to keep watch of the market through those cameras around the clock during the opening hours.
5. Apply the barcode system on all goods to prevent the unnoticed exit of stolen goods through CSCC's gates.
6. Define entry and exist points of markets as much as possible.
7. Adopt any other solution to put an end to deficiency in goods and custodies, limit vendors' responsibility for such deficiencies and confine responsibility with those actually responsible for such deficiencies or damage.

**The response came from the competent authority, which is MoIT, informing JOB that the following actions have been taken:**

1. Regulations have been issued on the settlement of differences between money at hand and deficiency in goods and custodies in accordance with Article (38) of CSCC's financial bylaws No. (35) for the year 1980 and will be

submitted before CSCC's Board of Directors for their perusal and approval.

2. Review and improve the CSCC's Law and Bylaws with special attention given to the CSCC's Employee Bylaws as a replacement of the Civil Service Bylaws, with the aim of motivating and rewarding vendors in the markets through the Planning and Management Development Committee.

3. Conduct, through the inspectorate, internal audit and market department intensive spot inventories on every custody six times a year.

4. Restructure CSCC's markets and divide them into three categories: (A), (B) and (C), define the number of employees, their qualifications and job descriptions and titles commensurate with the market areas and number of custodies, with the aim of providing adequate number of custody holders in the markets.

5. Have the Information Technology Department install software for the protection of the barcode system in the markets from any breach or manipulation of the price database.

6. Define the entry and exit points of new markets rented as of 1/1/2010, assign a committee to examine the old markets and submit relevant proposals for the amendment of entry and exit points to protect custody holders.

7. Instruct market managers to assign journeymen for the monitoring of the entrances, exits and aisles between the shelves of goods to cut down on external thefts, and assign a trained journeyman to watch the monitors linked to surveillance cameras inside the departmental stores to protect custody holders.

8. Activate the goods receiving committees in the markets. The committees must be headed by the Market Stockist and with the membership of a custody holder, an accountant or auditor and under the supervision of the Market Manager to ensure the integrity of goods reception processes.

9. Instruct market directors to inspect a sample of customer purchases to verify the transactions and goods prices with the aim of protecting both vendors and service users.

10. A study is underway to establish storehouses in relevant markets where such storehouses are inexistent, with the aim of activating the role of storehouses in markets in terms of receiving goods and distributing them among the departments.

### **3. Ministry of Education (MoE)**

It is unfair to abolish the relocation allowance of a teacher relocated to another school within the same governorate and region.

The complainant is a teacher who was relocated to another school in another district but within the same governorate and region in accordance with Article (5/A1) of the Regulations on the Disbursement of Teachers' Relocation Allowance No. (5) for the year 2010. The said article abolishes the subject allowance if the teacher is relocated to another district upon his request.

The relocation allowance came in response to the increasing reluctance by teachers to serve in remote areas especially because such salaries were the same as those given to teachers in the Capital and city centres. The allowance was therefore approved as an incentive to attract teachers to serve in remote areas.

JOB investigated the matter. It found that the relocation of a teacher into another school, within or outside the educational directorate or governorate still keeps him in remote areas. The allowance should therefore continue to be paid, which means Article (5/A1) is not fair and should be abrogated. JOB sent a recommendation to MoE, which has not yet responded.

### **4- Ministry of Finance (MoF)**

MoF was unfair in implementing Article (22/B) of the Civil Retirement Law No. (34) for the year 1959.

The complainant is a retiree who contracted with Tafila Technical University (TTU) on a part-time basis to offer consultations on the establishment, organisation and management of the university's liaison office in Amman. His remuneration was calculated on the basis of actual work hours and disbursed to him at the end of every month. He is not entitled to any allowances, increments, incentives or other privileges given by TTU to fulltime employees. He is also not covered by the social security or health insurance schemes.

MoF's Department of Retirement and Compensation suspended the complainant's pension. It reasoned its decision on the assumption that Article (22/B) of the Civil Retirement Law No. (34) for the year 1959 prohibits a retiree from combining a pension and a remuneration that he gets from any job. JOB investigated the matter and found that the said article does not apply to this case. The complainant is not a TTU fulltime employee and as such is entitled to a combination of a part-time job's remuneration and pension. Article (22/B) of the above law does not apply to him.

JOB's conclusion was based on an opinion by the Jordanian's Cassation Court No. (2672/1999) Decided 26/4/2000. Issued by the highest court in the judicial hierarchy and the court of last resort in Jordan, the characterisation of Article (22/B) of the aforementioned law states that *"in order to enforce the provision of suspending a pension on grounds of prohibition of combining a salary and a pension, the retiree should be employed for a job that is listed in the Job Formation Chart and that receives allocations from the budget of the administration, municipality or institution that recruited him. This is what the legislator meant by mentioning the phrase 'with the salary of any other job...' in Article (22/B)."*

JOB sent a recommendation to MoF to reimburse the complainant the deduced amounts and to lift the suspension of his pension, but MoF refused.

As a next step, JOB reported the matter to the Prime Minister, who in turn approached the respective MoF's department. It insisted on its position though suggested to form a committee to discuss the matter. The Prime Minister took the decision to form the committee, which decided with the majority of votes to apply Article (22/B) on the subject case on the premise that the complainant is employed by and gets a salary from an official institution.

**JOB still considers MoF's insistence unjustified and inexplicable in respect of the present case, JOB also deems such insistence as an implication of giving much more weight to financial rather than legal considerations.**

## 5. Ministry of Education (MoE)

*MoE does not have clear standards for the extension of service after the retirement age.*

A number of MoE's retirees complained that MoE refused to extend their service after their retirement as they have reached the age of (60). They claimed that similar requests by other colleagues were accepted and that (24) out of (29) retirees had their service extended.

Complainants argued that the non-extension of their service will severely affect them as they will be deprived of the chance to benefit from a decision from the Council of Ministers (CoMin) to restructure salaries and allowances and incorporate such changes to the awaited new Civil Service Bylaws. JOB believes that the complainants should have been dealt with on equal footings with other colleagues whose services were extended until 1/1/2012. JOB submitted to CoMin, which has the exclusive competence of deciding retirement and reinstatement matters, the following recommendation:

1. Issue a circular to all ministries, administrators and governmental units requesting them to cease from recommending the retirement or provisional retirement of any public servant until the new Civil Service Bylaws are approved and enter into force as of 1/1/2012.

2. Since those recommendations aim to establish justice and equality between complainants and their retiree colleagues who had their services extended until 1/1/2010 to benefit from the new salary and allowance structure that will be approved as of 1/1/2012 by the newly enacted Civil Service Bylaws, and in accordance with MoE's recommendations to refer the complainants' case to PM to amend their retirement date, JOB addressed PM to reconsider CoMin's decision No. (448) dated 29/3/2011 that orders the retirement of the complainants as of the date mentioned beside each one's name and approve the extension of their services until 1/1/2012 to be retired afterwards as of 2/1/2012 on equal footings with those who received such a treatment by this decision. CoMin has not yet responded.

### III. Complaints on Job Status:

#### 1. Ministry of Tourism and Antiquities (MoTA)/ General Department of Antiquities (GDA)

*The transfer of an employee must not be detrimental to his/her occupational level or job title.*

Two complaints were received by a number of GDA employees. The first one was by a female employee who was transferred into an assistant inspector, a position lower than the one she occupied (inspector). In the second complaints, the complainants said they were appointed as inspectors but an administrative error resulted in making their job titles as assistant inspectors.

JOB found that the decisions and procedures related to both complaints are contradictory with Articles (90) and (91) of the Civil Service Bylaws. They also violate the Regulations on Job Ranking and Classification not to mention courts' relevant precedence ruling that no employee may be transferred to a position that is lower in terms of level or competencies than the previous job.

Therefore, JOB made a recommendation to MoTA to fully adhere to the job titles and levels in accordance with the Civil Service Bylaws and the Regulations on Job Ranking and Classification. The female complainant should have returned her position and the other employees should have their job titles corrected. MoTA implemented the recommendation.

#### 2. Ministry of Education (MoE):

*1. Female teachers acting as librarians should be removed if they do not fulfil the requirements of this job to allow for the employment of specialised staff.*

The Directorate of Education for the Northern Valley District assigned some female teachers to work as librarians, which may adversely affect the chances of employment for college graduates holding degrees in librarianship.

JOB found that the above assignment is not compatible with the requirements of the job classification and description of librarians. Therefore, it recommended MoE to terminate such an assignment. MoE implemented the recommendation, removed the teachers from the subject positions and announced that the vacancies will be filled in by following the due procedures.

*2. Internal transfer rules should be referred to before a school vacancy is filled.*

MOE established a school for Grades (15-). It announced for the school and the number of vacancies to be filled there. The Relocation Committee at the Directorate of Education in Karak recommended for the Director of Education a mechanism for the election of appointees to fill in the vacancies. The mechanism gave priority to single-subject teachers on the pretext that the school provides primary education and that if otherwise offered to candidates with all specialisations, secondary schools, in particular, will be confused.

JOB found that since appointment as a teacher in 1995, the complainant has taught Sciences for the fourth and fifth grades, meaning her experience is over 16 years. MoE has in place a policy for internal relocation of teachers and it is that policy that should have been followed by MoE rather than seeking another alternative mechanism for filling in vacancies at school. That the respective Directorate of Education gave priority to single-subject teachers over experience and seniority undermines transparency and objectivity. It may also create a reflection that such a mechanism was customised in favour of some given employees. In addition, the pretext that the mechanism was used to avoid the destabilisation of secondary school is invalid and cannot withstand the complainant's proven experience in teaching Sciences for the fourth and fifth grades.

The recommendation was for the respective Directorate of Education to correct the error.

**However, the above mentioned directorate has not responded.**

#### 4. Ministry of Health (MoH)

*1. Relocation of employees should clarify the new job titles.*

The complainant was relocated by a MoH's decision without mentioning his new job title. He submitted several objections, but none of his petitions were answered by MoH.

JOB examined the complainant's relocation decision and found that it failed to provide for a new job title and is as such defective and contradictory with precedence of the Higher Court of Justice (HCJ).

It was also found that the relocation decision was issued in the name of the Undersecretary in his capacity as the Minister's deputy. JOB concluded that such a decision contradicts with Article (92/B) of the Civil Service Bureau Law No. (30) for the year 2007, which provides that employees of First Degree may only be relocated

from one job or place to another by a decision from the Minister upon the recommendation of the Undersecretary. It is therefore illogical that the Undersecretary makes a recommendation by himself to himself. The decision should have been issued by the Minister. The conclusion is that the decision is defective and is in violation of the law and the Bylaws.

It was also found that MoH answered complainant's objections but only after the lapse of over eight months of the relocation date. This is not a good administrative practice. JOB's recommendation was to rectify the violations and avoid their recurrence. **MoH has not yet responded.**

*2. Appointment in a governorate and locating the work place in another governorate amounts to injustice and infringement of rights.*

By a letter from CSB, a female was nominated to work at MoH's offices in Ma'an. However, the appointment decision located her work place in Muaz bin Jabal Hospital in Irbid Governorate. Since such practices deprive applicants from the chance to work in their own governorates in violation of the Employees Selection and Appointment Regulations, that give priority to members of same governorate to compete on local current vacancies, JOB recommended that MoH to revise its decision. It further requested that the work location be redefined and that the complainant should be appointed in the same governorate for which she was nominated. **MoH, however, has not yet responded.**

#### 5. University of Jordan Hospital (JUH)

*Persons appointed in violation of the law must be removed. All decisions to appoint people who do not qualify to the job must be abrogated.*

JOB has found that JUH's Director General assigned a person as an acting head of the Traffic Division in the hospital in accordance with the JU's Employee Bylaws. He was not appointed as a head of the division because none of the traffic division staff qualify for that.

JOB recommended the hospital to appoint a head for the traffic driver at the hospital by choosing one who qualifies for the job in accordance with the job classification schedule. It also recommended removing the acting head for non-qualification and revoke all other appointment decisions that are in violation of the job classification schedule.

JUH complied. It reported that there were (30) appointed persons who were not qualified to perform their respective assigned jobs but said their prompt replacement would cause an unnecessary disruption of work provided for the time being. It promised to deal with the situation at a later stage on a case-to-case basis in coordination with their respective directors.

JOB considers such a response to be only partially satisfactory. It therefore warns the complainants of the necessity to follow up with the respective public administration and contact JOB should they find it not serious in correcting the error.

## **6. Greater Amman Municipality (GAM):**

*GAM's provisional retirement decision is not legal and must be abrogated.*

GAM decided to transfer the complainant to provisional retirement upon a recommendation from Amman's Mayor in accordance with GAM's Personnel Bylaws. The Prime Minister approved the decision.

JOB reviewed Article (12) of GAM's Personnel Bylaws and perused the cases where an employee's service is terminated but did not find any reference to provisional retirement. However, Article (26/A) of the same Bylaws states that cases not prescribed for in the Bylaws shall be governed by the effective Civil Service Bylaws.

The Civil Service Bylaws in force are No. (30) for the year 2007. They state that a fulltime employee may be transferred to provisional retirement upon the Minister's recommendation if the remaining period for civil retirement is not

more than five years (Article 175/A). This means that any provisional retirement is subject to a decision by CoMin upon the recommendation of the competent Minister.

As for the exercise of authorities in GAM, its Personnel Bylaws (Article 26/C) state that in specific relation to personnel affairs, the powers of the Minister and the Council of Ministers may be respectively exercised by GAM's Mayor and Council.

This further means that the transfer to provisional retirement of any employee in GAM should be decided by GAM's Council upon the recommendation of the Mayor.

In conclusion, JOB renders the decision invalid as it was not processed by legally competent persons. JOB recommended GAM to reinstate the Complainant. **GAM has not yet responded.**

## **7. Jordan Nuclear Regulatory Commission (JNRC)**

*The evaluation of employees' performance and drafting of their annual reports must be done in compliance with the Civil Service Bylaws.*

The complainant works for JNRC. He objected to his annual report and performance record for the year 2010. Having investigated the matter, JOB concluded that the Civil Service Bylaws provided for several guarantees and measures to be observed in evaluating employees performance so that they are not left under the mercy or absolute discretion of their superiors.

JNRC failed to comply with the provisions of the Civil Services Bureau in terms of safeguarding objective evaluation and existence of approved performance records. A recommendation was therefore made for it to abide by the Civil Service Bylaws and take necessary steps to remedy the complainants. JNRC has not yet responded.

## **8- Electricity Regulatory Commission (ERC):**

*Formalities must be complied with including the necessity to make decisions hinge on recommendations.*

The complainant claimed that ERC, which he works for, failed to promote him to a division chief while it promoted other colleagues of less experience. JOB found that the promotion of those colleagues was made upon a recommendation of the Technical Affairs Department, which means the decision is null and void as it is defected in form. A recommendation was made to rectify the error and put in place a screening mechanism to choose candidates for supervisory jobs. **The respondent has not yet answered.**

## 9. Ministry of Agriculture (MoA):

*Standards and screening procedures must be put in place for the selection of qualified employees for supervisory jobs in accordance with equity and equal opportunities principle.*

The complainant objected to MoA's promotion of his colleague as the head of the financial and administrative department claiming that he is more eligible for the post on the basis of experience and seniority. Having investigated the matter, JOB found that the complainant is not eligible for the job. The objected decision relates to the appointment of his colleague only as an acting head of the administrative and financial department, which does not amount to a promotion. The colleague in question is also a holder of a degree in law and is thus not qualified to assume the job of the subject complaint. A recommendation was made to MoA to rectify the situation of the department chairman and comply with Article (89) of the CSB by putting in place a selection process for these who are qualified to assume a job. It must also comply with the regulations on the job classification and description and refrain from appointing any employee as an acting head unless the candidate satisfied the conditions of the job in terms of degree, years of experience or specialization. **The respondent refused to take the recommendation.**

## IV. Complaints Related to Universities and Education:

### 1. Ministry of Health (MoH)

*Commitment to formal and procedural rules brings justice and equality, guarantees good use of public facilities and protects the interests of people.*

The complainant is a doctor who applied for admission to the dermatology program. MoH declined that application though the complainant tested high in the residency test. She adds that other doctors were exceptionally admitted without passing the exam. JOB reviewed MoH's residency programs for 2008 and found that the procedures of the test undergone by the complainant were compatible with the regulations. MoH needed only six doctors and thus it admitted the top six doctors who got the highest scores in the test and were successful in the interviews. The complainant ranked 8th.

As for the alleged admission of some doctors on an exceptional basis, JOB believes that MoH violated the Doctors' Residency Program Regulations for the year 2008. While those Regulations allow the Minister to admit doctors to residency programs even if the two conditions are not met (Article/38), the admission is still subject to a recommendation by the Undersecretary and may be pursued only when necessary.

The respondent, therefore, should have complied with the formal and procedural rules that were enacted to achieve justice and equality and guarantee the good performance of public facilities. Observance of such rules ensures that an administrative decision is not issued haphazardly and that people's interests will be protected.

The recommendation seeking procedure is not less intrinsic to the issue the absence of which results in the nullification of the relevant decision. The exception of candidates that



was pursued without any recommendation or without stating the reason why such an action was necessary is a violation of the regulations. MoH was advised to implement the recommendation as explained above and explain why it was necessary to exempt doctors from the admission test before it takes relevant decisions. **The respondent implemented JOB's recommendations.**

## 2. Public Universities

*Objective and competitive standards are needed for appointment in academic supervisory jobs.*

A number of academic staff members complained of the academic supervisory appointment procedures in some public universities. The subject complaints related to the appointment of deans and chairmen and the filling of such vacancies with staff of lower degrees or qualifications.

Although universities have discretionary powers with respect to appointments in supervisory academy staff, JOB believes it is necessary to observe equality and equal opportunity. Those two principles are enshrined in the Constitution (Article 6), well established in administrative policy customs and upheld by administrative judiciary. This means no supervisory position should be assigned, including, for example, deanship or chairmanship, to any person who is less in rank or experience than his/her subordinates. This flaw should not go unheeded by universities. The matter should be regulated by specific standards and rules. It will also be commendable for the respective administrations to follow the example set by such other bylaws like the Civil Service Bylaws that stipulate for standards based on qualification and merit in respect of supervisory job assignments.

JOB has found that some public universities including for example the JU and YU do not provide for such standards in their own bylaws. Relevant recommendations were made **but**

**the two universities refused to comply** on the pretext of their right to exercise discretionary powers in this matter.

## 3. Ministry of Higher Education and Scientific Research (MoHE)

*Academic scholarships should be advertised for and disseminated for the attention of all students who wish to benefit from grants and scholarship. The calculation of summer session credits should be clearly addressed when defining the scholarship requirements.*

The complainant is a female undergraduate student. She was denied a scholarship that she applied for on the basis of students achieving the highest in their respective administrations for the year 20092010-. The pretext was that her study load was less than (30) credit hours excluding the summer session.

Our investigation revealed that the scholarship rules did not explicitly state that the summer session should be excluded when calculating the credit hours required for considering scholarships of top achievers. In parallel, it was noted that the competent authorities in MoHE had defaulted on the requirement of disseminating announcements on scholarship among prospective students.

A recommendation was made to MoHE to announce for the principles and procedures within a reasonable period of time for prospective students. Applications should be submitted once the requirements are met, and the issue of calculating the summer session hours should be resolved. MoHE has not yet responded.

## V. Complaints of Disciplinary Penalties:

Disciplinary action has severe and adverse impacts on employees' welfare, and JOB takes the matter seriously. It made several recommendations, applied relevant procedures and visited the respective administration. The following is a brief of the main complaints:

## 1. Yarmouk University (YU):

*YU upholds to investigation guarantees and remedies an aggrieved.*

The subject grievance relates to a YU academic staff member who filed a grievance contesting the warning penalty that was imposed on him in accordance with a complaint submitted by a student.

Upon examining the matter, it was found that the respondent failed to direct charges to the complainant, a step that is necessary to give him the time to prepare his defences. It further failed to swear in witnesses and did not give the complainant the chance to present all his pleas or examine witnesses. The Investigation Committee also violated the investigation procedures as it failed to notify the complainant in writing to appear before the Investigation Committee prior to the investigation process, in violation of Article (33/3) of YU's Teaching Staff Bylaws.

The investigation procedures have been in breach of the core guarantees provided by the law and safeguarded by the rule of justice. Accordingly, the Ombudsman believes that the subject investigation and any consequential penalties are null and void. The provision of legal guarantees for any person under investigation including the rights to defence, to state clear charges, take his testimony, peruse documents, examine witnesses and record the minutes of investigations is among the very fundamental principles of legal proceedings. By no means does the lack of relevant rules to regulate such guarantees unleash the disciplinary authority and relieve it from any controls.

Investigation processes, in general, should be conducted in accordance with relevant procedures and controls and guaranteed with the minimum safeguards stipulated for a fair disciplinary trial by the rules of justice and fairness. The existence of such safeguards serves the accomplishment of some aspects of justice, which is not less important than the deliverance of justice at large.

In light of the above, a recommendation was made to take necessary action to correct the violations that were detrimental to the complainant and to pursue the prescribed guarantees in all further actions. **YU implemented the recommendation.**

## 2. Ministry of Agriculture (MoA)/ Irbid Directorate of Agriculture (IDA)

*Civil Service Bylaws must be observed in respect of disciplinary action in line with the legal guarantees in all investigation procedures.*

The complainant is an IDA accountant. An investigation was initiated on an alleged quarrel between him and a workmate to decide the instigator and submit relevant recommendations.

The investigation concluded that both parties were blamed for the quarrel. As a result, the penalty of a two-day salary reduction was imposed solely on the complainant.

JOB found out that the investigation committee failed to comply with the relevant provisions in the Civil Service Bylaws. It did not send a written notification to the complainant before investigating his case, a necessary step to clearly inform the complainant of the violations he is alleged to have made (Article 140/A).

The complainant did not have any chance to peruse the instruments related to the alleged violation, neither was he allowed to present his defences or objections (Articles (140) and (145)). Moreover, the penalty decision taken was not reasoned, in violation of Article (140).

JOB made a recommendation to the said administration to fully comply with the Civil Service Bylaws with respect to disciplinary action and legal guarantees provided therein. **MoA implemented the recommendation and abolished the penalty.**

### 3. University of Jordan (JU):

*That JU failed to provide guarantees when investigating with students is a violation of the law and a breach of justice.*

The complainant is a JU student. He complained that he received the penalty of dismissal from the second academic semester 2011. JOB found that the investigation procedures were in violation of Article (14) of the Executive Regulations. That article states that: "The investigation committee shall inform the student of the alleged violation and appoint a session for investigation procedures and for the provision of a comfortable environment. To that end, he/she shall not be subjected to slander, humiliation or intimidation. The committee or the council shall offer the student the chance to defend himself/herself by all possible means." This provision is in line with the achievement of justice in investigation.

Upon investigating the matter, JOB found that the complainant was not given the chance to review the instruments related to the alleged violations nor was he allowed to submit defences or objections despite the fact that he claimed such a right.

The investigation committee also violated Article (15) of the Student Discipline Bylaws, which states: "The investigation committees and the disciplinary council shall decide the cases referred to them within a period of thirty days as from its referral from the competent authority. The President may extend this period when necessary. The offending student shall appear before the investigation committee or the disciplinary council within that prescribed period. The investigation committees and the disciplinary council shall have the right to issue the penalty in absentia should the student fail to appear after a notification is served to him by making a second announcement to that effect in his/her faculty."

JOB made a recommendation to JU to comply with the provisions of the regulations and

bylaws on students' disciplinary measures and provide other guarantees including witness examination and submission of defence statements as required by the regulations. It also recommended that relevant procedures must be taken in respect of the complainant and the penalty must be removed from his academic file. Despite the fact that the irregularity is crystal clear and serious, **JU refused to accept the recommendation** on the pretext that nothing binds the university to implement the Ombudsman's recommendations.

## VI. Complaints on Procedural Improvement and Development

### 1. Joint Procurement Department (JPD):

*Any petition submitted by employees must be answered regardless of whether the answer is positive or negative.*

A number of JPD employees complained of discrimination practiced against them claiming that JPD does not answer their petitions. It was found that JPD was slow in answering petitions and that in most cases it failed to answer them.

A recommendation was made to JPD's Director General that he must answer all petitions submitted by employees within a reasonable period of time. **JPD has not responded yet.**

### 2. Ministry of Health (MoH)/ Directorate of Health in Ma'an

*Employees have the right to be informed in writing of decisions related to them.*

The complainant is a doctor at Ma'an Directorate of Health. He complained that the Director hid, for over a year, a MoH's decision in which the complainant was admitted to the residency program.

A recommendation was made to MoH to send a circular to all directorates nationwide ordering them to follow due procedures in notifying employees of decisions related to them in writing. JOB also recommended the notification

to be signed on the date of issuance and deposited in the file of the respective employee to protect his/her rights. Particular attention should be paid to those decisions that lead to consequential procedures or measures if they are pending administrative or court appeal. MoH has not yet responded.

### 3. Civil Service Bureau (CSB)

*The Higher Disability Council (HDC) should be involved in the Humanitarian Disability Case Committee in CSB.*

The complainant is a holder of a bachelor's degree. He applied with CSB for a job within the disability/humanitarian basis category. He submitted a medical report stating that he had a (25%) of permanent disability. He was summoned to be seen by the doctor, who was a member of MoH humanitarian cases' committee/ MoH delegate. The committee examined his case and decided that he was not eligible to the humanitarian cases' rule.

For the sake of transparency, clarify and accuracy JOB made a recommendation to CSB to involve HDC in the committee and amend its Employees Selection and appointment Regulations. **CSB has not yet responded.**

### 4. Supreme Judge's Department (SJD):

*A service users care centre must be established.*

A female complainant complained of the ill-treatment and complex procedures maintained by officers at the Sharia Court in Sweleh.

JOB communicated with SJD on the subject complaint. SJD immediately formed an investigation committee to look into the matter and act appropriately. In order to avoid the recurrence of such problems in the future, JOB made a recommendation to SJD to comply with the Governmental Service Improvement Bylaws No. (64) for the year 2006. It recommended the establishment of a service users' care centre in the most crowded Sharia Courts. Such centres will receive and guide service users and process their complaints and suggestions.

## 4.3. Complaints on infrastructure, finance, health and environment

### 1. Ministry of Health (MoH)

#### 1. Ill-Treatment by a private hospital

The complainant is an Algerian national. He complained of the ill-treatment of his child by a private hospital. After investigating the complaint and contacting MoH, it was found that the complainant was rightful. His child underwent a cardiac surgery that caused him blindness, deafness, tetraplegia and damage in the brain and nerves. Despite the fact that the complaint was related to the private sector, it had serious implications on MoH's procedures. MoH decided to give the medical care to the child until he would return to his country. **The issue was resolved with MoH's official response.**

#### 2. Lack of justice in some examination procedures

The complainant said the examination procedures for admitting doctors to residency and specialisation programs were not fair. He said that the residency test held in July 2010 was not marked transparently and that the results were suspicious. The complainant said he was not allowed to see the results.

JOB concluded that the complaint stems from the blackout made on the results, which raises the doubts of examinees. JOB's investigation, however, showed that the procedures were just and fair. Nevertheless, it made the recommendation that results should be announced to all candidates. **MoH complied and undertook to publish the results of the exams at the main bulletin boards at the Human Resource Department.**

#### 3. Unjust request for promotion

An MoH employee complained that he was denied of the right to promotion and appointment as head of the human resource division at a given hospital. He said he had the qualifications and experience that should

qualify him for the job had it not been for nepotism.

JOB investigated the matter and found that the claim was not rightful. The vacant position was the head of the administrative and financial department, which is contrary to what the claimant said. JOB also received a written affirmation that MoH decided that the respective administration should nominate the three most senior and qualified candidates, which **JOB considers a good solution.**

*4. When clear, written and accessible instructions are made to the public, service users will abide by queues when seeking the services of outpatient clinics.*

The complainant suffers from a severe depression. She visits outpatient clinics at Princess Badi'a Hospital in Irbid Governorate for treatment. She complains of ill-treatment by the reception and file department. She said employees used to mock her and other patients, something that caused her and other patients lots of embarrassment, psychological pain and worsened psychological status. She said the employees were not qualified to deal with such patients and hoped that more doctors would be made available in the hospital. The same complainant had already expressed her concerns in the mass media and television but with no use.

**Upon the Ombudsman's authorisation, an investigative visit was made but none of the subject complaint alleged violations was detected. The only flaw that was seen was lack of guidance signs.**

A recommendation **was made** to MoH to put in place clear, written and accessible direction signs that will, by effect, make patients abide by the queues when they come to the outpatient clinics for treatment. **The step was deemed necessary to reflect positively on the medical services provided by MoH. MoH fully implemented JOB's recommendation.**

*5. Non-commitment to official working hours.*

The complainant said the dentist at Al-Muraigha Medical Centre is not committed to the official working hours. After investigation, JOB made a recommendation to MoH to monitor compliance of employees with working hours all over the country including the centre against which the complaint was made. It also recommended that equipment and medics should be provided within the limits of MoH's available resources. MoH has not yet responded.

**6. Jordan Medical Board (JMB)**

*Evaluation of specialisation certificates*

Two separate complaints were received on JMB's refusal to assess the competence certificates of complainants hence refusing to accredit them as specialized doctors. The complainants said they fulfilled all the conditions stipulated in JMB's Law and Regulations. They also complained of JMB's decision that refused to consider their applications for the assessment of their specialty certifications.

JMB had issued a decision No. (1999 / 26) in light of which it approved during the period (1999/5 /3 - 2001/11/26) the assessment of competence certificates obtained by doctors abroad. The assessment was conditioned on the applicant's successful completion of residency in duly registered training institutions recognized by JMB. Later, JMB abolished that decision by decision No. 60/2001 dated 2001/11/26. This meant that any person who meets the conditions of training and who has got a competence certificate abroad during the previously stated period is entitled to assessment.

The subject complaint doctors have successfully completed the required training at the MoH's hospitals in a variety of specialisations. Some of them had graduated from the Russian Graduate Medical Academy, Moscow University or Kuban State Medical Academy.

The sufferance of those doctors continued for years until JOB interfered leading the JMB to

approve the assessment of the complainants' certificates on the following conditions:

1-The candidate must have attained the highest competence certificate in the country of origin before 13/12/2001 and has applied for assessment with JMB.

2-The candidate must have successfully completed the residency program at the Jordanian hospitals and has been thus entitled to sitting the exam.

3- A decision must be issued by JMB for those who meet the requirements providing the following details: country of graduation, graduation date and specialisation. In addition, the candidate must have graduated before 13/2/2001 and submit his certificates duly legalised up to MoHE.

**This means JMB implemented JOB's recommendations.**

### **7. Greater Amman Municipality (GAM):**

#### *1. Problems arising from changing public transport routes.*

The complaint is submitted against GAM's Public Transport Regulatory Directorate by a group of service cab (collective taxis) drivers. They claim that their revenues have been severely affected because of changes of routes and because of permits given to some busses to operate on their respective routes.

JOB proposed some solutions including the transfer of some vehicles to other routes to reduce the number of service cabs operating on those routes. GAM complied and transferred (18) cabs to other routes, which will improve the revenues of complainants. It also told the drivers it will be ready to transfer other cabs if they wish, but the drivers were satisfied.

**A letter of appreciation was sent to GAM for solving the drivers' problem.**

#### *2. Discrimination in sending warning notices to citizens.*

The complainant said that GAM sent him a notarized warning to remove a fence surrounding his house. It did not send any such warnings to other neighbours. JOB's investigations revealed a case of discrimination against the complainant.

JOB contacted GAM's respective administration. A committee was formed to look into the complaint and re-examined the organisation of the subject complaint area and streets once and for all. As a result, GAM revoked the procedures taken against the complainant. The problem is, therefore, deemed solved.

#### *3. Licenses are illegally given; violations of commitments are overlooked bringing harm and inconvenience to the public particularly the neighbours.*

**A collective complaint** was filed against a car washing service station in Jandaweel, Sweleh alleging that the station is a hazard to health, lacks the rudiments of health requirements, encroaches upon side-line setbacks and causes public nuisance to neighbours.

Our investigations showed that the subject station is violating the setback licensing requirements. In addition, the station retracted on its vows made when applying for the license that it will not use the side, front or rear setbacks. It was also revealed that the station built a metal sunshade on the entire rear setback, thus challenging GAM Mayor's decision to decline the request.. There is no evidence that the use of that setback was paid for. No information of that was mentioned in the occupational license to compare it with reality when inspecting the station. In addition, the neighbours complained of the smells and nuisance arising from the car wash activities in the front and rear setbacks.

JOB made a recommendation to rectify the situation and have the prohibition of using setbacks fully respected. It recommended dealing with the fati accompli by having the station build a zinc-made ceiling over the side and rear setbacks to prevent the emission

of smoke and gasses to other neighbouring buildings in line with public safety standards. **GAM has not yet responded.**

*4- GAM is responsible for the Canadian Embassy's failure to comply with GAM's decisions, detrimental to the public.*

Tenants in Shumeisani Area complained that the Canadian Embassy in Amman caused them several inconveniences as follows:

It built cement barriers and barrier gates on the road that impeded entry to the building hence to their stores.

- It built a concrete room sized 3.50x4.00 metres at the entrance of the building, i.e. in the ventilation area that brought damage to the complainants not to mention causing their stores to be hidden from the public and hampering service users' access to them.
- The above also made it difficult for pedestrians to pass by the street. Vehicles are now, also, obliged to use one lane of the road.

Complainants said they complained with GAM but it did not respond to them. JOB, therefore, addressed GAM, Mol and MoFA all of which affirmed that the Canadian Embassy was making a violation. GAM requested it to remove the barriers, a motion denied by the Embassy on the pretext of diplomatic immunity. **The issue is still under intensive follow-up.**

## **8. Ministry of Tourism and Antiquities (MoTA)**

*MoTA is responsible for the inconvenience made by hotels and tourist restaurants to neighbours because of leniency in giving out licenses.*

A collective complaint was submitted against the MoTA's approval for a hotel suites company to offer guests alcoholic beverages.

The company is trying to get a license for an under-construction restaurant on the fourth floor, which will offer alcoholic beverages.

Investigations show that the restaurant has not yet obtained an occupancy permit. It is still under construction awaiting a license for offering alcoholic beverages.

JOB recommended that strict construction conditions are applied on the restaurant. It should be isolated and non-exposed, since the restaurant will overlook residential buildings. The subject is still under follow-up.

## **9. University of Jordan (JU)**

*1-Procedures for inviting competitors to interviews must be enhanced.*

The complainant had applied for a job at JU as per an advertisement published by the university. He could not attend the personal interview as the University failed to reach him because his mobile phone was turned off. Nevertheless, the complainant had mentioned in the application an electronic email that could have been used as an alternative means of contact. JU, however, did not use that email to inform him of the interview.

Although the procedures of filling in the vacancy were duly followed, despite the much hubbub arising in its connection, JU failed to use optimum communication methods to contact interviewees. It should have used such alternative methods as short text messages, emails, announcements on JU's website and daily newspapers. It only contacted interviewees by phone. It failed, therefore, to contact the complainant, who felt aggrieved as he lost a job opportunity.

In addition, it is noticed that JU's staff and administrative bylaws failed to deal with such situations. The following recommendations were made to JU:

1. Use all communication methods available to contact prospective candidates who will sit exams for appointment at JU including telephone, short text messages, JU's website, daily newspapers and emails.

2. At minimum, JU should summon candidates through the same means through which the post was announced for and within a reasonable period of time.
3. JOB has evidence that there were some irregularities in the work of the committee in charge of the competitors' pool and interview in terms of transparency and equality between candidates. JOB recommended revising the role of this committee underscoring, at the same time, that there is no harm for a public administration to retract on its decision if built on a wrong basis.

### **JU implemented the recommendations.**

*2-JU should provide guarantees when investigating with students.*

A student complained that JU dismissed him from the university in light of a decision by the investigation committee on the basis of a complaint filed by a supervisor.

JOB recommended that JU should comply with the bylaws and regulations governing student discipline, particularly those provisions that give disciplinary guarantees to students including witness examination, submission of defence statements and such other matters as required by the regulations. It recommended JU to take necessary action to remove his penalty from his academic dossier. The case was very clear, **but JU has not complied.**

### **10. Ministry of Finance (MoF):**

*Issuing regulations for suspending the licensing of customs clearance agencies is not consistent with the law.*

The subject complaint is filed against MoF and JCD as the latter declined his application for getting licenses necessary for opening up a customs clearance agency. The complainant had for several times applied but was in each time declined by JCD.

Investigations by JOB revealed the reason why MoF refused to grant licenses for opening up customs clearance agencies. It was found that the Minister of Finance had issued special regulations on the licensing of Jaber Customs Clearance Companies Association No. (2) for the year 2004. In those regulations, he suspended the creation of any such new agency.

JOB concluded that the issuing of the said regulations was not based on the law. The mandate of the Minister of Finance, hence that of JCD's Director, was limited to the running of their respective public utilities and issuing general regulations governing all parties concerned. It is not in their mandate to issue regulations specific to the activity of the association of agencies regardless of their numbers and places.

JOB made a number of recommendations to MoF and JCD. The regulations, which are inconsistent with the law, must be abandoned and their adverse legal effects must be reversed. The two respondents must work with other parties concerned to issue new regulations for the licensing of customs clearance companies association so that they apply to all customs centres in which the Minister approves the creation of an association. Licenses must be given to every eligible applicant for the exercise of customs clearance business as stipulated in Article (166) of the Jordan Customs Law in all customs centres. Necessary procedures must be taken to guarantee fair application of all principles and requirements for licensing and remove all kinds of discrimination among applicants and enhance competition among all components of the sector in line with the general trends of the country in combating all kinds of monopoly. Observance of such measures will have positive bearings on service users, who will have eased and better access to public services.

**MoF declined. However, complainants persisted and with the intensive follow-up by JOB managed to have MoF publish**



**Regulations No. (3) for the year 2012 in the Official Gazette dated 16/4/2012 amending the previous Regulations No. 2 of the year 2004 on the licensing of Jaber Customs Clearance Companies Association. The new Regulations removed the suspension of the creation of new customs clearance agencies at Jaber Border Customs Centre.**

## **11. Department of Lands and Surveys (DLS)**

*1-Approval to lease a land lot.*

The subject complaint is filed against DLS's Central Committee for State Properties. The complainant says the committee refused to approve leasing him a land lot that he has been using for over twenty years. He claimed that the central committee is unrightfully procrastinating on the matter although he satisfied the requirements of relevant legislation on the leasing of state owned properties for agricultural use.

JOB found there is no legislative barrier to approving the complainant's application since he has met the requirements. Addressing the central committee for state owned properties on the subject, JOB found the complainant had a rightful claim, in light of which the central committee re-assessed the subject.

The central committee issued a decision No. (19) for the year 2011 recommending the Minister of Finance to lease the subject complainant's land lot to the complainant. **The Minister approved the decision and instructed the Director of Al-Qasr Land Registration Department to duly execute the leasing contract.**

*2-A land registration director refuses to approve a special power of attorney though endorsed by the legal department.*

The complainant said the South Amman Land Registration Department's Director refused to approve a special power of attorney given to the complainant to follow up with relevant transactions at the department. The pretext is that the power of attorney was expired.

JOB found out that the respondent erred in applying the law. Such a special power of attorney can be used for the purpose of checking on transactions and not for assignment purposes. Moreover, the legal department endorsed that POA. **The respective director implemented JOB's recommendation and approved the POA.**

## **12. Joint Procurement Department (JPD)**

*Commitment to joint procurement makes savings for the treasury.*

A commercial company filed a complaint against a number of ministries and state owned corporations. The complaint is that public institutions are not committed to purchasing car motor oil through the joint tenders offered by JPD and that the latter does not pursue any procedures to bind the respondents to such tenders.

After investigations, JOB found that commitment to joint procurement saves a lot for the treasury. It therefore notified the Prime Minister and furnished him with briefs on those governmental institutions refusing to abide by the joint procurement for unconvincing excuses.

The Prime Minister circulated among the governmental institutions with allocated items in the state's general budget along with other administrations that do not have special regulations for procurement to comply with joint procurement procedures. He stressed that such procedures shall be taken in particular for matters related to the subject tender. **The complaint has thus been fully addressed.**

## **13. Ministry of Transport (MoT) and Ministry of Finance (MoF)**

*Errors in demarcation at the Department of Land and Survey (DLS) and the problem of implementing relevant court decisions.*

The complainant complained that a final court

decision has not been implemented against Aqaba Railways ruling to remove the railway line passing through his land.

After investigations, JOB found that the railway line was established prior to the demarcation of lands. It dates back to before the Trans-Jordan era. The existence of the line within the lands of the complainant is a result of an error in the levelling stage that was based on a wrong drawing of the line. To sort out the problem once and for all and to prevent the rise of any similar complaints, JOB addressed PM. A committee was immediately formed. It recommended to correct the line at DSL.

DSL complied. It corrected the demarcation line and removed the line of the railway from the complainant's land. Aqaba Railways also notified us of payment to the complainant of the adjudicated compensation. **JOB considered it a partial solution, which the complainant refused as it led to a decrease in the area of his land.** The complainant was guided through the applicable process should he wish to file a claim with the court.

#### **14. Ministry of Waqfs, Islamic Affairs and Sanctuaries (MoWIAS):**

*Encroachment on ventilation setback removed.*

A complainant was filed against MoWIAS on the encroachment of ventilation setbacks by the neighbouring mosque. Requested to remove the violation, **MoWIAS complied.** However, no local contractors accepted to "demolish" the mosque's wall. MoWIAS agreed to recruit one at own expense to remove the violation. The complainant was advised to go to Tafilah's Director of Waqfs for further arrangements.

#### **15. General Social Security Corporation (GSSC)**

*A decision issued in accordance with abrogated regulations is invalid.*

The complainant has sustained during service a total natural disability. However, he was

considered as a case of partial natural disability in accordance with abrogated regulations.

A recommendation was made to GSSC to have the insured reassessed by the medical concerned authority if a decision was made in relation to them between the period 1/4/2010 and 15/1/2011 either by the central or appeals medical committees. The idea is that those committees were not formed in consistence with the law. Necessary action should be taken in light of the new decisions of such committees in accordance with the provisions of the provisional Social Security Law No. (7) for the year 2010 and its executive Regulations.

**The GSSC complied.**

#### **16. Civil Status and Passport Department (CSPD)**

*Correcting a family name.*

The complainant said CSPD refused to correct his family name though he submitted the required documents. JOB found that this was a two-fold case: inequality and discrimination, and violation of the law. **JOB duly and amicably resolved the case.** A decision was issued by CSPD to correct the family name of the complainant.

#### **17. Ministries of Social Development and Interior**

*The general requirements must be published by all available means to give citizens access to ministerial projects.*

A complaint was submitted by two citizens against two public administrations:

1. The first respondent is MoSD. The complainants say they were denied the chance to benefit from the MoSD's projects, including for example the construction and maintenance of poor family houses.
2. The second complaint relates to district administrators who allegedly prevented

the complainants from benefiting from the project of construction and maintenance of poor family houses supervised by the respective administrators.

JOB concluded that the majority of complainants are partially or fully ignorant of the basis and requirements for benefiting from such projects. Lack of knowledge will lead more people to complain even if they were ineligible and hence to the rise of mistrust in public administration's procedures.

A recommendation was made to both ministries under question to publish all general conditions and requirements for benefiting from the projects of construction and maintenance of poor family houses. Such means of publication could include: local newspapers and bulletin boards in the two ministries and in MoSD's directorates and offices nationwide, headquarters of governorates, districts and sub-districts. Another recommendation was made that applicants are furnished with the requirements for eligibility to such projects.

MoSD must also notify the applicants that they must update their data on an annual basis either positively (becoming better off) or negatively (becoming worse off). He/she must be informed of the impact of such updates on his/her application and rank among other competing applicants.

**In terms of outcome, MoSD complied. The MoI has not yet responded, however.**

## **18. Ministry of Health (MoH)**

*Patients should be notified if it is necessary to renew their referral after expiration.*

On this case, the following recommendations were made to MoH:

1. Regardless of the party that refers or receives the patient, it is commendable to add a new phrase at the referral letter notifying the patient concerned that he

must renew the referral before the expiry date. This is necessary for patients to have their medications covered by the Civil Health Insurance Fund.

2. A guiding sign should be placed in such a manner that can be seen by patients when referring to the officer in charge of writing or issuing the referral letter. The sign must state that the patient must renew the referral form before it expires.
3. The same notice must be made on MoH's website.
4. The party to which a patient is referred must notify the patient of the referral renewal before its expiration.

**MoE implemented the above recommendations.**

## **19. National Information Technology Centre (NITC):**

*Disbursement of financial dues should be made more efficient.*

A compliant against NITC was filed by one who contracted jobs with NITC. He claimed that NITC failed to pay his dues as agreed between the two parties in return for the latter's rendering of services for NICT. JOB's investigations revealed an error by the respondent.

The crux of the problem was related to the legal basis allowing for the disbursement. The respondent, in principle, agrees that it owes the complainant a given sum of money in return for his services, which he delivered as per the agreement. However, the basis of both the agreement and commissioning is incorrect. There were no financial allocations for that purpose either in this year or in any elapsed year. Third, the procurement and contracting method was made in accordance with the General Secretariat's procurement and work bylaws, which prevents the disbursement.

A recommendation was made that the respondent must clarify the legal provisions

through which the issue of disbursement can be rectified. **NITC complied and the complainant received his dues.**

### **20. Ministry of Energy and Mineral Resources (MoEMR)**

*Denial of licensing should be reasoned.*

The complainant, on behalf of his company, complained that MoEMR denied him a license to import fuel oil and heavy oil from Iraq. He claimed the denial was not reasoned and was based on personal considerations.

JOB concluded that MoEMR erred. CoMin had already decided to allow energy reliant factories to import the subject commodities to reduce energy production cost. The surge of oil prices and suspension of Egypt's natural gas supply made the decision a necessity.

Several meetings were held with MoEMR. After deliberations, investigations were completed, violations were spotted and the parties concerned were requested to correct the errors in accordance with the law. **A committee was formed to examine all applications for licensing to import fuel oil from MoEMR.**

### **21. Land Transport Regulatory Commission (LTRC)**

*Mechanisms must be introduced for the notification of decisions.*

The complainant alleged that LTRC refused to hand him the approval to have his bus written off. LTRC had already granted him an approval to replace the chassis of the public shuttle bus operating on Zarqa-Irbid line. He claimed that LTRC denied him the approval on the pretext that the bus's annual license had expired.

JOB found that LTRC did not adopt any mechanism for the notification of decisions. It was addressed to make clarifications on a number of issues and to have the complainant's issue resolved.

The complainant came to JOB and asked **to stop the processing of the complaint saying that his issue was resolved upon the intervention of JOB.**

### **22. General Social Security Corporation (GSSC)**

1- Misclaculation of subscriptions by GSSC.

The complainant is retired but GSSC refuses to allocate for him a pension on the pretext that his/her subscriptions are not enough.

JOB found out that GSSC erred in calculating the subscriptions. There was a legal issue as to whether or not the complainant should be covered by the GSSC's law as from 23/7/1983 until 15/11/2001, which is the period in which he worked for a hospitality company (Alia Royal Jordanian). GSSC claims the relevant company was not covered by the Social Security Law, but JOB found out it was the other way around. JOB based its argument on decisive documents supporting the claim of the complainant that his former company has been covered by the Social Security Law since 1981, i.e. two years before the complainant commenced work there. A letter from GSSC had been sent to Royal Jordanian affirming the content of the Prime Minister's letter. **After deliberations, a joint committee was formed after which GSSC pledged to verify the subject periods to settle the argument once and for all. The issue has not yet been resolved.**

*2- Honest dispute justifies public administration's revision of its decisions if deemed unfair even if the person aggrieved by such unfair decisions has lost his/her right to objection.*

The complainant complained of GSSC's decision to amend the wages of the complainant and period of subscription. It calculated the period from 1/12/2004 until 1/7/2005 as the actual subscription period. This has allegedly adversely affected the calculation of his mandatory pension.

# Ombudsman Bureau

JOB contracted GSSC and sent it a quotation from a GSSC's letter on a previous similar complaint:

"The opinion of the legal advisor at GSSC on a case similar to that of the current insured was that under the right granted by the law and its executive regulations, the only right given to the insured is to appeal GSSC's decision before the Higher Court of Justice within the legally prescribed period. However, this does not compromise what can be called "the humanitarian right" as GSSC is keen to be an honest contestant vis-à-vis the insured. This means that remedy will be given to the insured if he deserves the highest salary in return for his efforts during decades of service. Under such circumstances, the case can be studied by an ad hoc committee that would depart from the letter into the spirit of the text. This having been applied on the present case, the decision was to give the insured an early old age pension instead of the total natural disability salary the former being higher."

The following recommendation was made to GSSC:

The current complainant should receive the same treatment as did the one mentioned above. He should be referred to an ad hoc committee and/or the security affairs committee to recalculate the pension he deserves. As his petition filed with the Higher Court of Justice was declined pro forma, the resort now is to the humanitarian right principle enshrined by GSSC as an honest contestant. The exercise of going beyond the letter into the spirit of the law is required here. The insured's case should **be reassessed. GSSC has not complied on the pretext that his petition was already declined by the Higher Court of Justice, excluding thus the complainant from the informal humanitarian principle upheld in a former case.**

## **23. National Assistance Fund (NAF)**

Ineligible beneficiaries may not continue to get assistance from the National Assistance Fund.

The complainant said NAF unfairly stopped paying him out the regular assistance and that such NAF's position is groundless.

JOB's investigations showed that NAF was correct in stopping the assistance. The complainant holds a Forage Ration Card, given to farmers who own livestock and as such it makes him ineligible for NAF's assistance. He claimed, however, that the card was old and that he cancelled it because he no longer owns livestock. But, he was found to own a land area over 72 Donums (7,200 square metres) that is worth more than what NAF gives the complainant for five years. He was notified in writing of that stoppage. JOB concluded that such a fact provides legitimate grounds for stopping the assistance in accordance with Article (12) of the Financial Assistance Regulations No. (1) for the year 2009 as amended.

## **24. Ministry of Finance (MoF)/ Jordan Customs Department (JCD)**

All available means of communication must be used to contact beneficiaries from the exemption decisions.

The complainant complained of JCD's failure to apply CoMin's decision No. (1326) dated 21/6/2011 whereby (75%) of customs fines due to the treasury before 20/6/2011 were exempted on Customs Declaration No. (29046/4/2011) dated 27/4/2011.

JOB concluded that JCD's service users must be expediently notified of CoMin's exemption decisions. This is particularly important as the relevant decision was very short termed commencing 21/6/2011 and ending 29/12/2011. Such decisions are aimed at public interest and raising JCD's collection rates of default financial dues. The exemption is also pursued to reduce the financial burdens on service users. There will be no problem if JCD informs its service users of the exemption decisions in order to reduce the number of complaints. It helps that the decisions of exemption issued by CoMin

are already accompanied by their respective implementation mechanisms as provided by MoF, which spares JCD the need to invent new ones.

A recommendation was made to JCD to use all available means of communication with entitled beneficiaries to benefit from the exemptions made by the Council of Ministers as compatible with provided legislation including: telephone, short text messages, MoF's and JCD's websites, newspapers and emails. The officer in charge of receiving the fines must also be informed of the exemption decision to help in implementing the exemption decisions. JCD has not yet responded.

### **25. Yarmouk University (YU)**

Perpetuating disciplinary penalties is in breach of *the rudiments of justice*.

The complainant is a full professor of computer sciences. YU's President, in conformity with YU's occupational hierarchy, made a recommendation to the Board of Trustees to appoint the complainant as the Dean of Faculty of Information Technology and Computer Science. The Board refused and replaced the complainant with another staff member with lower academic rank. The Board justified its decision by invoking a final warning given to the complainant in YU some years ago. The Board has an authority to appoint deans of academic ranks less than full professor if this lies in the interest of the respective faculty.

YU's bylaws do not provide for the prescription of penalty on staff members. Likewise, nothing in YU's regulations prevent the promotion of staff members in consideration of penalties imposed on them. Those two facts prevent the complainant from promotion despite the final warning penalty imposed on him. The bylaws of the academic staff members in YU also lack such principles. Most importantly, the deliberations and hence rejection of the Board of Trustees of the recommendation made by YU's President were not documented. This flaw unleashed

several interpretations on what exactly happened in the deliberations. It is true that YU's procedures taken against the complainant by YU president and the Board of Trustees have not violated the bylaws and regulations effective in YU, but it is also a fact that their decisions were based on unfair measures taken against the complainant. The absence of prescription rules for a penalty that was imposed long time ago perpetuates the penalty, a practice that is inconsistent with justice.

JOB made the following recommendations to YU's Board of Trustees:

1. Reconsider the right of the complainant to assume the deanship office or parallel supervisory posts in YU.
2. Put in place a clear legal mechanism on the prescription of penalties imposed on academic staff members in a similar manner to that used in Civil Service Bylaws.
3. Draw up principles and criteria for competition between staff members to serve as a benchmark for the President to make recommendations to the Board of Trustees and for the Board itself in appointing a dean from amongst a pool of qualified staff who meet the basic requirements of such posts.
4. Document the deliberations of YU's Board of Trustees and clearly state the justifications for any decision that it takes.

**YU's Board of Trustees refused to implement the recommendations.**

### **4.4. Complaints on Personal Rights and Security and Military Affairs:**

#### **1. General Intelligence Department (GID):**

1-Delaying travellers at Jordanian borders and *entry points*.

The compliant claimed that he was systematically delayed at the borders

and airport by GID whenever he entered or exited the country. The reason, he said, was because his name had been circulated to the borders, which made him undergo investigations by intelligence boards, not to mention causing him inconvenient delays whenever getting in or out of the country. The complainant went several times to GID but in vain as the circulation was not lifted, upon which he filed this complaint.

JOB contacted GID to solve the problem and GID responded positively by removing his name from all borders and entry points. **GID confirmed to JOB that the complainant will no longer be delayed when getting in or out of the country.**

### *2-Denial of security clearance.*

The complainant applied for security clearance with GID, which allegedly refused to give. The clearance was requested by the complainant for driving license renewal purposes. JOB contacted GID, **which responded positively and approved the granting of the required clearance. Eventually, the complainant managed to renew his expired driving license.**

### *3- Confiscation of a licensed gun.*

Several complaints were filed with JOB on GID's confiscation of a person's licensed gun. The complainant is an owner of a duly licensed gun. He sent his gun to a gun maintenance store that was later on inspected by GID. The subject gun was confiscated though it was licensed. He went to GID several times to retrieve his gun but in vain.

**JOB approached GID after verifying the complainant's claims and JID responded positively by returning the gun to the complainant.**

## **2. Ministry of Interior (Mol):**

### *1-Complaints on Crime Prevention Law.*

The Personal Right Unit received several complaints related to Jordan's Crime Prevention Law No. (7) for the year 1954, which entrusted with district administrators the power to pend release of persons to monetary or domicile guarantees. All such powers are discretionary.

In such complaints, JOB usually coordinates with the respective district administrator. Lots of complaints are resolved in this way by either withdrawing the relevant decision of domicile guarantee or amending the exercise of such powers by reducing the times a person needs to report to the administrator.

For example, a complainant complained that Mol set him on probation in accordance with the Crime Prevention Law and required him to report to the probation officer twice a day. Claiming this disrupts his chances to get a work, the complainant requested a lift of the probation penalty or a reduction in the frequency of reporting.

After examining and accepting the complaint, JOB coordinated with the respective governor and police director and managed to completely lift the probation penalty. **The problem was those solved, and the complainant was properly informed of that by JOB.**

### *2- Complaints on Jordan neutralisation applications.*

JOB received lots of complaints against Mol in relation to naturalization applications.

For example, an Arab national is a resident in the country for a long time and he wants to acquire the Jordanian nationality. JOB

perused the Nationality Law No. (6) for the year 1954 and found that it required the applicant to apply for a naturalization certificate with CoMin (Article 12). The complainant was thus informed that he should approach CoMin to apply for naturalization in accordance with the law.

### *3- Complaints on national numbers issues.*

During the years 2010 and 2011, the Personal Right Unit received around (250) complaints related to removal of national numbers from citizens. The complainants complained of the Mol's application of the Disengagement Law (between Jordan and the West Bank). JOB addressed the issue to Mol.

On 4/10/2011, CoMin issued Decision No. (2251) in which it removed the powers of granting and forfeiting national numbers from Mol's affiliated Follow-Up and Inspection Department and vested them with CoMin. CoMin was then approached several times to explain which authority should be approached for such a purpose. CoMin has not yet responded.

### **The following examples show how JOB treats such complaints:**

- A complainant complained of FID's application of the Disengagement Decision by forfeiting his national number. JOB coordinated with the Interior Minister's Office and set an appointment for the complainant, who had his complaint addressed. His national number along with those of his family was restored.
- A complainant complained that FID applied the Disengagement Decision on his daughter and forfeited her national number. JOB verified the case then approached Mol, which in turn advised

that the complainant should go to FID along with the required documents. **JOB notified the complainant accordingly.**

### **3. Complainant is assaulted by police officers.**

The complainant claimed he was assaulted by police officers in a police station on the grounds of a criminal case. The competent court he was referred to proved that he was innocent of the accusations. He filed a compliant with JOB of his ill-treatment by the police that allegedly beat him.

**Upon investigating the matter, JOB was positive** that the complainant was indeed beaten by the security officers in the police station. It addressed PSD, which in turn set a probe in the matter. **The perpetrators were tried by the competent court on the grounds of non-compliance with the orders and regulations that require them to be tactful with all citizens evoking this Articles (37/4) and (35/5) of the Public Security Law.**

### **4. Recommendations of improvement not responded to.**

A complaint was related to a schoolboy wanted by PSD. JOB contacted PSD and recommended the following:

- Steps must be taken to prevent the infliction of psychological harm on students.
- No student must be summoned except after coordination with his/her family.
- Student's family must be present with him/her to prevent any inconvenient effects on the student.

JOB also asked PSD to circulate the recommended procedures among all police stations nationwide.



## 5. Ministry of Justice (MoJ):

*Recommendations not implemented though individual complaint is settled.*

The complainant was frequently detained by the Judicial Execution Department in implementation of summons issued by the court in respect of another person whose name is similar to the complainant's.

Having investigated the matter, JOB found out that the same inconvenience is suffered by other people resulting from name similarities. In the aftermath, the detained is discovered to be the wrong person, who will then sustain financial, moral and societal damages. A recommendation was made to amend the summons subpoenas issued by courts by specifying such other details as the four parts of the name, national number if any, mother's name and birth date to prevent the detention of the wrong person. **The subject complaint was settled but MoJ has not yet implemented the recommendation.**

## 5. Flawed public administration performance as detected through complaint processing

### 1. Municipalities and urban planning:

A. Complaints filed with JOB in 2011 showed the persistence of road planning problems. Those include failures to pave, open or expand roads, abolished streets, disorganised narrowing and receiving revenues from people.

B. JOB also noted a problem in the classification of areas with its consequences on granting licenses and defining their fees. It also noted some irregular exceptions granted as in the case, for example, of wedding halls that were licensed though located in populated areas causing traffic jams and nuisances to inhabitants. JOB also found a problem in the classification of industries and crafts, which must be better regulated on all levels.

### 2. State assistance and endowments

These particularly include: a) housing for impoverished families, b) health care coverage and exemptions from fees, c) national assistance and d) occupational housing.

The State has given assistance to the people in the above areas. What the government needs to introduce, however, is clear and transparent standards. Apparently, relevant mechanisms are put on an ad hoc basis, without giving it a thought. This defect leads to a large degree of discrimination, personal discretion and grey area preferences based on subjective considerations.

**The standards put for impoverished family housing are clear but the governor was granted wide authorities to give exceptions.**

This severely compromises the essence of standards that should be sought to differentiate between the needy and the eligible people.

Such exceptions would give more to the needy at the expense of the eligible beneficiaries.

The same applies to **Royal Grant Schemes** that are given to the needy and to the eligible people alike. The mechanism of distribution is very loose as happened in the case of Hashemite Charity Packs and the project of construing and maintaining impoverished family houses. Those royal grants are precious and must be disbursed as envisaged by His Majesty the King. However, the construction of such houses, for example, was flawed with executive defects in terms of the buildings. This had adverse effects on their inhabitants, who are already impoverished and need affordable and efficient infrastructure services including water and electricity, not to mention the fact that the project's location was far away from main transportation roads and health care facilities.

Nevertheless, CoMin issued in 2011 a commended package of principles for the treatment of applications submitted to the Hashemite Royal Court and PM by uninsured citizens seeking exemption from medical expenses. The principles also stated the treatment of applications by citizens already covered by medical insurance for the purpose of full or partial exemption of the ill. These have clearly had a good impact on service users, which should encourage other public administrations to draw up similar principles for the distribution of other royal grants.

One more point to be addressed relates to complaints by the **National Guards**. In response to such complaints, JOB has detected the absence of a fixed criterion for establishing eligibility to such grants. It, therefore, recommends such principles to be defined and circulated among those concerned to preserve justice and integrity.

### 3. On financial matters:

JOB noted clear conflicts in financial matters. For example, a private enterprise may be

covered by the Social Security Law, but when an employee of that enterprise is referred to the GSSC, he is excluded in light of its medical authority's decision. This means loss of job and denial of the required coverage allocation. While the new Social Security Law addressed the situation of public servants during service in terms of referral to the medical authority, the problem has not yet been resolved for private sector employees.

Other recurrent financial defects detected throughout the years are referred to in JOB's successive reports. **Those included the collection of fees and taxes without legal grounds.**

#### **4. Unclear standards for employees' transfers:**

JOB noted the absence of clear standards for the transfer of employees, which resulted in feelings of abuse and grievance. The transfer of employees between positions was for example conditioned on the existence of alternatives. However, there were frequent cases in which some employees were transferred without satisfying that condition.

#### **5. Obstacles facing JOB:**

JOB noted a systematic trend by public administrations that stumbles the efforts of JOB. In lots of cases, the respective administration tends to declare its refusal of JOB's recommendation before it does on its own motion implement that recommendation without making any notification to JOB.

It is also noted that several administrations fail to implement JOB's recommendation until the Prime Minister is addressed and a decision is made to impose that recommendation. This is wasting much of the time of service users.

#### **6. Contradictory responses by public administrations:**

In several cases, the responses by the respective administrations to queries addressed by JOB

were contradictory. The noted trend was to provide unclear answers,

#### **7. Sluggish response:**

JOB noted slow response by the respective public administration to JOB's letters.

#### **8. Retirement decisions:**

JOB noted the absence of clear criteria governing retirement decisions or reinstatement decisions from CoMin.

#### **9. Appointment in supervisory jobs in universities:**

JOB has noted that universities are insistent on their stands of refusing to draw up standards for the appointment of deans. Several excuses were cited including autonomy of universities and discretionary powers. However, it is also noted that the Board of Higher Education has made a good stride as it developed standards for the appointment of university presidents.

#### **10. Abidance by Bylaws and Regulations:**

JOB noted that some public administrations tended to either rely on revoked bylaws or regulations or apply new ones on old cases, which detracts legal positions or rights already acquired through previous relevant legislation.

#### **11. Low transparency of public administrations' performance:**

JOB notes that some people in charge in some public administrations lack the will to disclose or reason their decisions and legislation. Some administrations, for example, take decisions or make violations that are not reasoned or justified from JOB's point of view. Failure to disclose such intrinsic matters as reasoning is usually pretexted on confidentiality and/or the lack of legislation governing the respective decision or behaviour, which is seen by JOB as a yet grievor error. Some other administrations even take actions that are contradictory with applicable legislation. An example is when

MoF/JCD to amend the Regulations of Jaber Customs Clearance Companies Association. In that latter case, JOB had to put in lots of efforts until it got those legislation amended.

The recommendations of JOB were not implemented by some other administrations pretending that their then decisions were legally correct though JOB explained very clearly in those cases that such a dismissive attitude amounts to a legal violation.

Some other violations include an unjustifiable securitisation of practices as a basis for decision making, including, for example, the cancellation of civil records.

Relevant problems pertain to service users' ignorance of the pre-requisites for a service, as for example in the case of benefiting from the impoverished family housing project. Fortunately, however, some public administrations acted upon JOB's

recommendations and circulated among their directorates to announce for such conditions to the service users.

In other cases, some public administrations tended to categorically deny the messages or letters sent by them.

## **12. Public Security Directorate (PSD):**

### ***Withholding personal identity documents***

JOB noted a trend by PSD to resort to such unacceptable practices as confiscation of personal documents to put pressure on the complainant, beating the complainant and refraining from sending a suspect to the court within the mandated 48 hours and securitisation.

## **13. Wrong Administrative Practices:**

JOB noted that relocation and travel principles are not considered when calculating travel allowances based on seniority.

## 6. JOB's Own Initiatives:

### 6.1. Legal Grounds for Own Initiatives:

The Ombudsman is cherished by the Ombudsman Bureau's Law with the power to act on own motion (Article 19) in respect of any issue that relates to public administration decisions, measures or practices, and may make recommendations to the respective administrations and publish such recommendations in the annual report that he prepares in accordance with the law.

### 6.2. Main Initiatives:

The following is a non-exhaustive list of recommendations made or initiatives taken by the Ombudsman, thus contributing to bringing spotlight to such significant issues that touch the daily lives of a variety of individuals, who failed to find solutions for their problems:

1. In Al-Arab Al-Yawm daily issue of 25/8/2011, a citizen made an appeal to His Majesty the King to order the ones in charge to consider his daughter for the Royal Grant Scheme given to teachers' children. His daughter was denied the grant because her mother, a teacher, did not complete the mandatory required period of ten years of service with the difference of only one day. The mother teacher was appointed on April 2nd while the calculation of the eligibility period starts from April 1st.

JOB contacted on own motion the competent authority which in turn handled the situation and approved the listing of all candidates whose parent teachers completed the required period of service by 2/9/2012 including the complainant's daughter.

2. An employee works for Ma'an Teachers' Club and lives in Al-Jafr village. He got married and wanted to live closer to his workplace. For lack of financial means to rent a house, he applied for an occupational

housing with the Ma'an Directorate of Education. His application was declined on the pretext that the Teachers' Club falls within the jurisdiction of MoE rather than that of the Directorate. After several attempts to dissuade the Ma'an education director, the latter told him he should go to the Badiyah Directorate of Education as it has jurisdiction on his current domicile. He went there and applied, but his application was also declined. He headed for MoE and obtained a letter from the Legal Affairs Department that explains he was entitled for an occupational housing. At that time, there were two vacant occupational apartments. When scoring points for competitors, the complainant was ranked No1. Nevertheless, the two apartments were given to other employees. When he complained to the Badiyah Education Director, he was told the scoring system was changed and he was disqualified.

Several more attempts on the part of the complainant ended with a petition to the Minister of Education. The complainant produced evidence that he is among the best MoE's staff, that he worked for three years in Al-Jafr then moved to the Personnel department in Ma'an Education directorate and stayed there for eight years until he was transferred to the Teachers' Club in Ma'an. He also submitted evidence of his merit and commitment to work saying that he did not want to get something he was not entitled to. His claim was to get an occupational housing on equal footings with his colleagues, especially given the surging prices. In his petition, he questioned the pretext that Ma'an Education Directorate does not have jurisdiction on the Teachers' Club in Ma'an though the said club is provided to serve teachers in that city.

The Ombudsman, upon reading the complaint in a daily newspaper, decided, on own motion, to investigate in the matter.

He approached MoE and required it to provide him with the criteria and standards of competition among candidates applying for occupational housing. **MOE, however, declined despite JOB's several requests.**

**The following is a summary list of some significant issues handled by JOB as explained in this report:**

1. **Similar Names:** JOB coordinated with PSD to solve the issue of detaining people whose names are confused with those of wanted suspects. PSD agreed to add more details in relevant warranty orders including the four parts of names, the mother's name and national number.

2. **Reporting to Probation Officers:** JOB approached Mol and district administrators to reduce the frequency of reporting to the probation officers to once a day (morning or evening), having been twice a day to allow

the complainant to pursue a livelihood. The recommendation was fulfilled.

3. **Disciplinary Penalties:** JOB has made several successes in regard to disciplinary penalties and injustice that is sometime sustained by employees because of misuse of penalties. It was necessary to explain that the public administration concerned does not have an absolute discretionary power in penalising employees and that the punished employee has every right to peruse all penalty documents, examine witnesses, submit defences and sign investigation reports. The intervention of JOB in several such situations proved to be very successful and settled the majority of relevant complaints.

4. **Land and Building Planning:** JOB made intensive efforts with some land and building planning authorities to introduce a unified classification standard for all agencies including MoPW, MoMA and GAM, among other ones.

## 7. Analyses of Complaints Received in 2011:

### Introduction:

According to our in-house statistics, JOB received in 2011 a number of (2,262) complaints from all over the country. The following part of the report is a breakdown of complaints according to respondent, type of complaint, subject of complain and complainant.

### 7.1. Subjects of Complaints:

#### 7.1.1. Types of Complaints:

##### A. Complaints on appointment or reinstatement requests

Table (2) indicates the distribution of complaints on appointment requests amounting to (424). The declined complaints were 77 (18.2%). The number of declined complaints on appointment requests are as follows: CSB (21), PSCs (9), MoE (6), ASEZA (5), MoMA (4), PSD (4), JAF (3), MoWIAS (3), MoSD (3), MoH (2), GAM (2), MoF (2), MoTI (2) followed by (1) complaint for each of PM, MoT, YU, MoWT, MoTA, MoJ, MoA, MoHE, MoPW, and AAU. The table also shows the distribution of actions taken for complaints on appointment or reinstatement requests.

**Table (2): Distribution of complaints on appointment or reinstatement according to respondents and actions taken (Year 2011)**

Respondent	Actions Taken							Total
	Officially resolved	Recommendation given to respondent on a procedural error	Counselling is given to complainant	No error on part of the public administration	Under official follow-up	Complaint closed for non-completion of complaint procedures	Complaints declined	
CSB	4	1	46	196	8	1	21	277
MoE	1		1	14	8	1	6	31
JAF			3	5	1	1	3	13
MoL			3	1	5		1	10
PSCs							9	9
MoH		2		3			2	7
Mol			1	5	1			7
YU		1		1	4		1	7
PSD			1		1		4	6
ASEZA				1			5	6
GAM				4			2	6
MoSD				2			3	5
PM		1		2	1		1	5
MoMA							4	4
MoWIAS				1			3	4
MoWI					1	1	1	3
MoT				1			1	2
MoF							2	2
MoIT							2	2
MoFA					1		1	2
JOB				2				2
JUST				2				2
MoJ							1	1
MoYS-HYC				1				1
MoTA				1				1
MoA							1	1
MoC				1				1
MoHE							1	1
MoP					1			1
MoPW							1	1
GID					1			1
AAU							1	1
BAU				1				1
JU				1				1
<b>Total</b>	<b>5</b>	<b>5</b>	<b>55</b>	<b>245</b>	<b>33</b>	<b>4</b>	<b>77</b>	<b>424</b>



## B. Complaints on Service Requests or Improvements

Table (3) below shows the distribution of complaints on requests for services or improvement of services. Out of a total of (121) complaints, 26 (21.5%) were declined, (21) complaints received counselling and guidance, 15 (12.4%) complaints were settled in favour of complainants and (13) were resolved amicably. The rest were divided as follows: (20) in which public administrations were correct, (3) were closed and (33) are under official follow-up.

GAM was noticeably the most responsive institution to complaints on requests for services or improvement of services. Those complaints amounted to (5) accounting to (33.3%) of total complaints.

**Table (3): Distribution of complaints on service requests or improvements according to respondents and actions taken (Year 2011)**

Respondent	Actions Taken								Total
	Officially resolved	Amicably resolved	Recommendation given to respondent on a procedural error	Counselling is given to complainant	No error on part of the public administration	Under Official Follow-up	Complaint closed for non-completion of complaint procedures	Complaints declined	
GAM	3	2		6	3	4	1	5	24
MoMA	1			6	4	2		1	14
MoWI	1				3	6	1	2	13
MoF	1			1		2		4	8
MoI				2	2	3		1	8
MoPW					3	3			6
PSCs				1				4	5
PSD	1			1			1	2	5
MoH	1		1		1	1			4
MoE	2				2				4
MoEMR				2				1	3
MoFA						2		1	3
MoSD	1			1		1			3
PM			1			2			3
JAF					1			2	3
MoEn	1							1	2
ERC						1		1	2
PDTRA	1		1						2
GZM						2			2
GID						1			1
GAjM					1				1
GIM						1			1
GMM				1					1
GKM						1			1
GTM						1			1
JC								1	1
<b>Total</b>	<b>13</b>	<b>2</b>	<b>3</b>	<b>21</b>	<b>20</b>	<b>33</b>	<b>3</b>	<b>26</b>	<b>121</b>

### **C. Complaints on Financial Exemptions or Compensations**

Firstly, it should be noted that requests for financial exemptions or compensations are declined by JOB unless such complaints are associated with cases that fall within JOB's jurisdiction in accordance with the law.

Complaints filed along those lines amounted to (80), that is (3.54%) of total complaints. Declined were (33) complaints while counselling's were given on (6) other ones. A number of (4) other complaints were resolved as follows: (1) officially solved for each of MoA and MoF and (1) amicably for each of GAM and MoF. Public administration was found correct in respect of (29) complaints. Six other complaints are still under official follow-up and two have been closed for non-completion of complaint procedures.

### **D. Complaints on job status adjustment:**

Job status adjustment complaints were 45 (1.99%) most of which were made against MoE (9) followed by GAM (7), MoH (5), MoA (4), MoTA(3), PM (2), CSB (2), YU (2), JU (2), and one complaint against each of MoL, MoMAM MoSD, MoWIAS, MoPW, ASEZA, MU, AAU and HCST. Seven complaints were declined, four received counselling and 6 were settled. Those were distributed as follows: GAM (2), one complaint for each of MoTA, JU and MoPW. One complaint against MoH was amicably resolved.

In other (17) complaints, the respective public administrations were found correct. Two complaints were closed, (3) received recommendations for detected procedural errors and six are under official follow-up.

### **E. Complaints on competitive ranking:**

A number of (32) complaints were filed on CSB's competitive ranking lists. They were distributed as follows: (26) proved erroneous procedures by CSB, (2) were officially resolved, (1) received a recommendation, (1) received counselling, (1) were declined and (1) are under official follow-up.

### **F. Complaints of administrative decisions:**

Complaints of administrative decisions were (1410) accounting for 62.33% of total intake in 2011. The bulk of those complaints were made against MoI (216) followed by MoE (121), MoF (98), MoSD (90), MoH (85), PSD (85), JAF (79), MoL (72), GAM (66), PM (37), ASEZA (37), PSCs (37), MoWI (31) and CSB (31).

Table (4) shows the number of complaints made against administrative decisions totaling (1410). Declined complaints were 519 (36.81%) including (135) whose complainants received counselling. The bulk of declined complaints of administrative decisions is distributed as follows: JAF (45), MoF (41), MoL (34), MoL (34), PSCs (33), MoE (30) and MoH (19). Other 105 complaints (7.45%) were resolved in favor of complainants. A number of (29) complaints were closed for non-completion of procedures while recommendations were given in respect of (37) complaints as procedural errors were detected. Those latter recommendations were mainly distributed as follows: MoE (8), MoH (5), GAM (5), PM (4), MoF (4), MoMA (2), JU (2) and one complaint for each of MoL, MoWI, MoEMR, MoA, MoICT, JUST and ERC.

**Table (4): Distribution of incoming complaints against administrative decisions according to respondents along with actions taken (Year 2011) (Part 1)**

Total	Actions Taken								Total
	Officially resolved	Amicably resolved	Recommendation given to respondent on a procedural error	Counselling is given to complainant	No error on part of the public administration	Under Official Follow-up	Complaint closed for non-completion of complaint procedures	Complaints declined	
Mol	3	9		43	33	113	6	9	216
MoE	5	1	8	2	47	23	5	30	121
MoF	2	2	4	4	30	14	1	41	98
MoSD	7			14	48	13	2	6	90
MoH	10		5	3	30	18		19	85
PSD	9	9		19	15	15	3	15	85
JAF	1			6	18	7	2	45	79
MoL	2		1	1	14	19	1	34	72
GAM	1	4	5	8	16	20	1	11	66
PSCs	1			1	1	1		33	37
ASEZA	3			4	18	3	1	8	37
PM	2		4	5	8	6	1	11	37
MoWI	3		1	1	11	2		13	31
CSB	3	1		2	23			2	31
GID	4	3		1	8	8	1	2	27
MoHE	1			1	7	2		13	24
MoT	1			4	8	3		6	22
MoMA			2		8	2		10	22
JU	1		2	1	5	4	1	4	18
MoWIAS	2	1			8	2		4	17
MoFA					7	6	1	2	16
JC				2				14	16
MoPW				5	8			2	15
BAU	3			1	6	2	1	2	15
MoTA	2				1	5		6	14
MoA	2		1		6	1	1	3	14
MoIT				1	6	4		1	12
MoEMR		1	1		1	1		5	9
MU					4	2		3	9
SJD	2				2			3	7
YU	1	1			2	1		2	7
JUST			1	1	1	1		3	7
MoJ	1				1			3	5
MoP				1	2	1		1	5
MoICT			1			1		3	5
PDTRA	1			3	1				5
Against individuals								4	4
AAU					1			2	3

**Continued Table (4): Distribution of incoming complaints against administrative decisions according to respondents along with actions taken (Year 2011) (Part 2)**

Total	Actions Taken								Total
	Officially resolved	Amicably resolved	Recommendation given to respondent on a procedural error	Counselling is given to complainant	No error on part of the public administration	Under Official Follow-up	Complaint closed for non-completion of complaint procedures	Complaints declined	
TTU					2			1	3
GIM					1	1		1	3
GSM						2		1	3
MoC				1	1				2
GMM						1		1	2
GZM					1	1			2
HU								2	2
MoYS-HYC								1	1
ERC			1						1
AVC							1		1
HoR					1				1
WISE								1	1
AHU						1			1
GAjM						1			1
JHCO								1	1
GJU						1			1
JCB					1				1
<b>Total</b>	<b>73</b>	<b>32</b>	<b>37</b>	<b>135</b>	<b>412</b>	<b>308</b>	<b>29</b>	<b>384</b>	<b>1410</b>

The (1410) complaints related to administrative decisions comprised the bulk of total complaints (62.29%). Main themes of such complaints covered the following: dismissal from job, arbitrary relocation, application for naturalization or personal identify card, requests for pensions or national assistance, objection to fines, objections to medical committee decisions, objections to non-provision of services or requests for improvement of services, objections to academic decisions and interviews of competitive testing exams, financial disbursement and deduction decisions and objections to decisions on administrative penalties against employees.

Administrative decision complaints were divided into (20) categories as shown in Table (5). The bulk of such complaints were related to requests for improvement of implementation of regulations amounting to 230 (10.17%) of total administrative complaints followed by objections to administrative decisions on financial affairs such as remunerations and compensations (184), applications for passports, identity cards, naturalization or residence cards (153), dismissal or termination of service (126), security decisions (probation, detention, deportation and property seizures) amounting to (116) and requests for pensions, improvement of pension or sick pensions (96). Afterwards, come other complaints related to other categories of administrative decision complaints as shown in Table (5).

**Table (5): Distribution of complaints made of administrative decisions according to administrative decisions along with actions taken (Year 2011).**

Type of Procedural Error	Actions taken								Total
	Officially resolved	Amicably resolved	Recommendation given to respondent on a procedural error	Counselling is given to complainant	No error on part of the public administration	Under Official Follow-up	Complaint closed for non-completion of complaint procedures	Complaints declined	
Request for improvement or implementation of instructions or decisions	48	7	69	20	12	59	11	4	230
Objection to: financial value, remuneration, allowances, daily allowances, invoices, fees or fines	35	2	66	11	4	58	2	6	184
Application for passport, identity card, nationality or residence	93	3	0	34	3	19	1	0	153
Termination of services, dismissal or layoff	12	1	73	5	4	27	0	4	126
Security decisions/ release under probation. Detention, deportation or property seizure	28	13	12	26	11	22	4	0	116
Entitlement to or improvement of pension or sickness pension	12	0	35	6	4	39	0	0	96
Denial of promotion or tenure	14	1	17	2	10	44	1	6	95
Request for (occupational) land or housing.	7	0	23	11	3	24	1	0	69
Denial of granting or renewing occupational, housing or transport permits.	17	3	12	8	4	13	2	5	64
Deduction or withholding of salary.	12	1	6	4	2	25	0	3	53
Arbitrary transfer/relocation	3	0	22	1	1	10	1	3	41
Objection to central committee decisions	5	1	8	1	0	21	0	0	36
Request for inclusion in Royal grant schemes	3	0	7	3	5	11	2	0	31
Penalty, disciplinary notice or warning	6	0	9	1	3	5	2	3	29
Relocation request	6	0	5	0	3	12	0	2	28
Denial of scholarships, participation in courses, seminars or official overtime jobs.	4	0	4	1	2	9	1	1	22
Denial of recertification, transfer of credit hours or bridging	1	0	4	0	2	5	1	0	13
Health insurance request	1	0	2	1	0	8	0	0	12
Objection to medical committee decisions or refrain from approving medical reports.	1	0	10	0	0	1	0	0	12
<b>Total</b>	<b>308</b>	<b>32</b>	<b>384</b>	<b>135</b>	<b>73</b>	<b>412</b>	<b>29</b>	<b>37</b>	<b>1410</b>

## G. Employees' complaints against their administrations

Complaints made by employees amounted to (487), that is 21.53% of total 2011 intake. Most of those complaints were against administrative decisions (442) followed by job status adjustment complaints (39) and ill-treatment or abuse of power of a public servant (5). At the bottom is one complaint on requests for help<sup>2</sup>.

Out of those (487) complaints, (311) were accepted, (176) were declined (63.86%) including (19) complaints that, though declined, received counselling. No procedural errors were detected in respect of (163) complaints, (31) were resolved including (3) that were settled by amicable means. A number of (24) recommendations were given, (10) complaints were closed and (83) are under official follow-up.

<sup>2</sup> It is not uncommon that some service users would think that by presenting their cases, officers in charge will show sympathy with them and ask the relevant department to address their needs.

**Table (6): Distribution of complaints by employees against their administrations according to actions taken (Year 2011).**

Type of Procedural Error	Actions taken								Total
	Officially resolved	Amicably resolved	Recommendation given to respondent on a procedural error	Counselling is given to complainant	No error on part of the public administration	Under Official Follow-up	Complaint closed for non-completion of complaint procedures	Complaints declined	
Complaints of administrative decisions	23	2	23	14	145	76	8	151	442
Job status adjustment request	4	1	1	4	16	6	2	5	39
Complaint of ill-treatment or abuse of power by a public servant	1				2	1		1	5
Request for help				1					1
<b>Total</b>	<b>28</b>	<b>3</b>	<b>24</b>	<b>19</b>	<b>163</b>	<b>83</b>	<b>10</b>	<b>157</b>	<b>487</b>

**H. Ill-treatment or abuse of powers by a public servant:**

Complaints of ill-treatment or abuse of power by a public servant amounted to (66) complaints comprising (2.92 %) of total complaints. The majority of those complained were filed against the PSD (24) followed by MoH and MoI (5 for each), MoF and the GAM (4 for each), MoSD and JU (3 for each), MoL, MoMA, MoE, and MoPW and the SJD (2 for each) and PM, MoWI, MoT, WISE and WISE's individuals, BAU, GAM, GIM and JAF (1 for each).

According to our data, 18 complaints were declined while counselling was given on (10) complaints. Other (9) complaints were resolved: (2) complaints for SJD and (1) complaint for each of MoH, MoT, MoF, and MoSD, PSD, JU and BAU.

For the rest of complaints, the responding administrations were found correct in their procedures (12 cases) while two complaints were closed for non-completion of procedures. One recommendation was given to MoMA as a procedural error was detected. Other (14) complaints are under official follow-up.

**7.1.2. Periods of Settlement of Submitted Complaints:**

Table (7) below breaks down complaints (in 2011) according to the periods of time spent for settlement of complaints and actions taken until complainants are informed of the processing results. Complaints resolved in less than a month are (790) complaints accounting for (34.92%) of total complaints received compared with (430) complaints (19.01%) resolved in less than a two-month time and (186) complaints (8.22%) resolved in a period exceeding three months, and so on.

The number of complaints that we resolved amicably were (38). Actions taken are distributed, in terms of periods spent for the processing of complaints, as follows: (10) within less than a month, (14) in a period of 1-2 months, etc. The number complaints officially settled was (109). Actions taken were distributed, in terms of duration, to (17) complaints within a period of less than a month and (20) complaints within 1-2 months, and so on.

Following is an explanation of the rest of periods and number of complaints settled therein:

**Table (7): Periods of time used according to actions taken in respect of receiving complaints (Year 2011)**

Actions taken	Still under investigation and follow-up	Less than 1 month	Over 1 month but less than 2 months	over 2 but less than 3 months	Over 3 but less than 4 months	Over 4 but less than 5 months	Over 5 but less than 6 months	Over 6 months	Total
No error on part of the public administration		235	183	112	103	53	34	54	774
Complaint is declined		418	136	22	10	8	2	4	600
Under Official Follow-up	404			1					405
Counselling is given to complainant		83	62	21	23	23	11	19	242
Officially resolved		17	20	19	13	7	12	21	109
Recommendation given to respondent on a procedural error		4	4	3	6	6	6	21	50
Complaints closed for non-completion of complaint procedures		23	11	5	2	2	1		44
Amicably resolved		10	14	3	3	2	4	2	38
<b>Total</b>	<b>404</b>	<b>790</b>	<b>430</b>	<b>186</b>	<b>160</b>	<b>101</b>	<b>70</b>	<b>121</b>	<b>2262</b>
%	17.86	34.92	19.01	8.22	7.07	4.47	3.09	5.35	100

### 7.1.3. Distribution according to complainant's nationality:

Complaints submitted by non-Jordanians amounted to 61 (2.7%) mainly by Palestinians (40) accounting for (1.8%) of total complaints followed by Iraqis (7), Syrians (4), Egyptians (2), Lebanese (1) and other nationals (7).

In terms of subject, non-national complainants complained of administrative decisions (53), financial exemptions or compensations (3), requests for help and petitions against individuals or PSCs (2) and ill-treatment or abuse of power by a public servant (1).

Actions taken to complaints submitted by non-Jordanians are distributed as follows:

- (9) complaints were declined pro forma.
- (11) complaints were found rightful as the actions complained of were flawed with procedural errors.
- Counselling was given on 16 complaints
- (5) complaints were resolved including 1 by amicable means.
- (2) complaints were closed for non-completion of the complaint procedures
- (18) complaints are still under official follow-up

**Table (8): Distribution of received complaints according to type of complaint and nationality of complainant (Year 2011)**

Type of complaint	Nationality							Total
	Jordan	Palestine	Egypt	Syria	Lebanon	Iraq	Other nationalities	
Complaint of an administrative decision	1357	37	2	4	1	5	4	1410
Appointment or reinstatement	424	0	0	0	0	0	0	424
Request for service or improvement of service	121	0	0	0	0	0	0	121
Request for financial exemptions or compensations	77	2	0	0	0	0	1	80
Ill-treatment or abuse of power by a public servant	65	0	0	0	0	0	1	66
Request for help	47	1	0	0	0	1	0	49
Job status adjustment	45	0	0	0	0	0	0	45
Objection to or inquiry about competitive ranking	32	0	0	0	0	0	0	32
Complaints against individuals or PSCs	23	0	0	0	0	1	1	25
Complaint against a court decision	10	0	0	0	0	0	0	10
<b>Total</b>	<b>2201</b>	<b>40</b>	<b>2</b>	<b>4</b>	<b>1</b>	<b>7</b>	<b>7</b>	<b>2262</b>

Complaints received from all over the country addressed a variety of ministries, public administrations and PSCs. Those were received either by post, facsimile or internet. In some cases, complainants submitted their complaints personally.

The data shows that the Capital City Governorate has been on the top scoring 863 (38.15%) complaints followed by Irbid Governorate (397; 17.55%), Zarqa Governorate (213; 9.42%), Balqa Governorate (116; 5.13%) and Karak Governorate (111; 4.91). Madaba and Tafilah governorates were the lowest as they scored (69; 3.05%) and (50; 2.21%) respectively (Table 9). Most complaints are therefore concentrated in the Capital City and Irbid governorates, the two biggest cities in the country accounting together for 56% of the total intake.



**Table (9): Number of received complaints according to governorate and ratios of complaints (Year 2011)**

Details Governorate	Complaints	
	No.	%
Capital City	863	38.15
Irbid	397	17.55
Zarqa	213	9.42
Balqa	116	5.13
Karak	111	4.91
Aqaba	107	4.73
Mafraq	95	4.20
Ma'an	86	3.80
Ajloun	82	3.63
Jerash	73	3.23
Madaba	69	3.05
Tafilah	50	2.21
<b>Total</b>	<b>2262</b>	<b>100</b>

**Table (10): Ratio of governorate complaints to population (Year 2011)**

Governorate	Ratios of Complaints to Population
Aqaba	0.08
Ma'an	0.07
Al-Tafilah	0.06
Ajloun	0.06
Karak	0.05
Madaba	0.04
Jerash	0.04
Irbid	0.04
Capital City	0.04
Mafraq	0.03
Balqa	0.03
Zarqa	0.02
<b>Total</b>	<b>0.04</b>

### Table Analysis:

Population density in the country is highly discrepant from one place to another. Complaints broken down to governorates can hardly give any statistical significance unless figures are associated with the population size in each governorate. The above table shows that Aqaba is the highest in terms of complaints-density ratios followed by Tafilah and Ajloun governorates. At the bottom is Zarqa Governorate. It also appears that the average ratio of complaints to population density in Aqaba is double the general average nationwide. The difference between Aqaba and Zarqa figures is fourfold.

## 7.2. Processing of Complaints

### 7.2.1. In terms of complaint procedures and distribution

#### 7.2.1.1. Accepted complaints

JOB, statistics show, has received (2262) complaints in 2011 of which (1420) have been accepted amounting to a ratio of (62.78%). The processing of accepted complaints is distributed as follows:

A number of 1015 complaints (71.5%) have been done with leaving (405) accepted complaints under official follow-up amounting to (28.5%) (Table 12). Finished complaints are distributed as follows: a) 147 (10.4%) were settled in favour of complainants b) (774) (54.5%) proved no errors on the part of public administration, c) for 50 complaints, JOB made recommendations to the respective public administrations as procedural errors were found and d) (44) were closed for non-completion of procedures by complainants, who either chose to drop their complaints or failed to cooperate with JOB.

The delay in processing some complaints under official follow-up is due to the following reasons:

- (133) complaints (32.84%) were filed in the last third of 2011 leaving little time to settle the complaints before the beginning of the New Year.
- Some complaints intrinsically require more time for processing.
- Procrastination by respondents.

#### A. Settled Complaints (either officially or amicably)

In total, settled complaints (amicably or otherwise officially) amounted to 147 (109 officially and (38) amicably). In terms of type of complaints, those were divided as follows: a) (105) objections to administrative decisions, b) (15) requests for services or improvement of services, c) (9) grievances of ill-treatment or abuse of powers by a public servant, c) (6) for job status adjustment, d) (5) requests for

appointment or re-instatement, e) (4) requests for financial exemptions or compensations and f) (2) objections to or inquiries of competitive rankings in addition to other complaints of individuals or PSCs one of which was settled.

In terms of respondents, those were divided as follows:

PSD (21), MoH (13), GAM (13), MoI (12), MoE (10), MoSD (9), CSB (9), MoF (8), MoWI (4), ASEZA (3), PM (2), MoL (2) and 1 complaint for each of: JAF, PSCs and MoMA. As for other respondents, (38) complaints were settled while (50) recommendations were made for still other ones as follows:

Objections to administrative decisions (37), appointment requests (5), job status adjustment requests (3), request for services or improvement of services (3), complaint of ill-treatment or abuse of powers by a public servant (1) and objection to or inquiry of competitive ranking (1).

In terms of respondents, those complaints were distributed as follows: MoE (8), MoH (8), PM (6), GAM (5), MoF (4), MoMA (4), one recommendation for each of MoL, MoWI and CSB and (12) recommendations for other respondents.

#### B. Main processed collective complaints:

Table (11) below shows the distribution of individual and collective complaints. JOB received (106) collective complaints, amounting to (4.7%) of total complaints. The most common ones were made against administrative decisions amounting to (69). Next come complaints on services (17) followed by financial exemption and compensation requests (7), appointment or reinstatement (6), ill-treatment or abuse of power by a public servant (3) and job status adjustment (3). At the bottom are objections to or inquiries of competitive ranking (1). Total individual complaints were (2156).

The table also shows that the bulk of collective complaints were made against MoI (12) followed by GAM (11), MoF (9) and MoH (6).

**Table (11): Distribution of individual and collective complaints according to respondents (Year 2011)**

Respondent	Individual Complaints	Collective Complaints	Total
CSB	335	4	339
Mol	228	12	240
MoE	165	5	170
MoF	121	9	130
PSD	117	5	122
GAM	102	11	113
MoH	104	6	110
MoL	84	3	87
ASEZA	61	5	66
PSCs	58	4	62
PM	53	5	58
MoWI	45	5	50
MoMA	41	4	45
MoT	24	4	28
MoTA	16	3	19
Others	602	21	623
<b>Total</b>	<b>2156</b>	<b>106</b>	<b>2262</b>
%	95.3	4.7	100

In terms of actions taken, collective complaints were divided as follows: complaints declined pro forma (20), counselling given (11), no procedural errors detected (30), officially resolved (9), amicably resolved (2) and recommendations given in respect of complaints where errors were detected (7). Collective complaints still under follow-up and consideration are (27).

### C. Distribution of accepted vs. declined complaints

#### 1. Distribution of accepted complaints:

Table (12) below shows the number of accepted complaints and their ratios. Accepted complaints were 1420 with a percentage of (62.78%) of total complaints. They were distributed as follows: CSB (265), Mol (181), MoE (124), MoSD (84), MoH (79), GAM (75), MoF (71), PSD (69), MoL (46), ASEZA (44), JAF (41), PM (31), MoWI (30), MoMA (22) and PSCs (3). Accepted complaints on other respondents were 255.

#### 2- Distribution of declined complaints:

Complaints that were declined in accordance with Article (12/A) amounted to 842 with a percentage of 37.2% of total complaints. Those were mainly distributed as follows: CSB (74), JAF (64), MoF (59), Mol (59), PSCs (59), PSD (53) and MoE (46) as in Table (12).

**Table (12): Distribution of accepted and declined complaints and their corresponding ratios according to respondents (Year 2011).**

Respondent	Accepted Complaints		Ratio to total	Declined Complaints		Ratio to total	Total
	Number	Ratio%		Number	Ratio%		
CSB	265	18.66	78.17	74	8.79	21.83	339
Mol	181	12.75	75.42	59	7.01	24.58	240
MoE	124	8.73	72.94	46	5.46	27.06	170
MoF	71	5.00	54.62	59	7.01	45.38	130
PSD	69	4.86	56.56	53	6.29	43.44	122
MoSD	84	5.92	71.19	34	4.04	28.81	118
GAM	75	5.28	66.37	38	4.51	33.63	113
MoH	79	5.56	71.82	31	3.68	28.18	110
JAF	41	2.89	39.05	64	7.6	60.95	105
MoL	46	3.24	52.87	41	4.87	47.13	87
ASEZA	44	3.10	66.67	22	2.61	33.33	66
PSCs	3	0.21	4.84	59	7.01	95.16	62
PM	31	2.18	53.45	27	3.21	46.55	58
MoWI	30	2.11	60.00	20	2.38	40.00	50
MoMA	22	1.55	48.89	23	2.73	51.11	45
Others	255	17.96	57.05	192	22.8	42.95	447
<b>Total</b>	<b>1420</b>	<b>100</b>	<b>62.78</b>	<b>842</b>	<b>100</b>	<b>37.22</b>	<b>2262</b>

### 7.2.1.2. Declined Complaints:

A total of (842) complaints were declined pro forma. Counselling was given to (242) of them. Declined complaints were mainly distributed as follows: objections to administrative decisions (519), appointment or reinstatement requests (132), request for services or improvement of services (47) and requests for financial exemptions or compensations (39), etc. The bulk of those complaints were made against CSB (74), JAF (64), MoF (59), Mol (59) and PSCs (59), etc.

Public administration was found correct after JOB followed all investigation and settlement procedures in (774) complaints with a percentage of (34.2%) compared with (23.60%) in 2009, a decrease that can be seen as a healthy indicator for public administration's performance. Those procedures in terms of subject of complaints were distributed as follows: complaints of administrative decisions (412), appointment or reinstatement requests (245), job status adjustment requests (17), requests for financial exemptions or compensations (29), objections to or inquiries of competitive ranking (26), requests for services or improvement of services (20), ill-treatment or abuse of powers by a public servant (12), assistance requests (11) in addition to two complaints of individuals or PSCs.

Those were distributed according to respondents as follows: CSB (246), MoE (69), MoSD (56), Mol (43), MoF (38), ASEZA (36), MoH (35), JAF (27), GAM (26), PSD (22), MoJ (16), MoWI (14), MoMA (13), PM (11), PSCs (1) and other respondents (121).

### Sub-Entities

Respondent sub-entities that are affiliated to public institutions mainly comprise CSB's Employment Affairs Department, which scored the highest received complaints (320) from among those submitted against CSB. Most such complaints were related to appointment or inquiry of competitive ranking with a percentage of (94.1%) of the total (340) complaints filed against CSB. Following are MoE Directorates (169) with a percentage of (99.4%) of complaints filed against MoE totalling (170) as shown in Table (13) below, etc.

**Table (13): Distribution of complaints according to respondent sub-entities and type of complaints (Year 2011)**

Sub-Entity respondent	Request for appointment or reinstatement	Request for services or improvement of services	Request for assistance	Request for financial exemption or compensation	Request for job status adjustment	Complaint of an administrative decision	Complaints of individuals or PSCs	Objection to or inquiries of competitive ranking	Complaint of ill-treatment or abuse of powers by a public servant	Complaint of a court's decision	Total
Employment Affairs Department / CSB	274		2			17		27		1	320
MoE's directorates nationwide	31	4	2		9	120		1	2		169
Financial and administrative affairs departments/ GAM	6	24	1	4	7	64	1		4		111
MoH's directorates and departments	7	4	1	2	5	85	1		5		110
FID/ MoI						102					102
Administrative and financial affairs departments/ JAF	9	1	5	4		61			1		81
NAF/MoSD	2	1	10	2		59					74
GSSC/MoL	8		1	1	1	62					73
Administrative and financial affairs/ PSCs	9	7	1	3		38	7				65
CSPD and Nationality Department/ MoI		2				58			1	1	62
Administrative and financial affairs/ ASEZA	5		1	21		33					60
Police stations/ PSD		3				34	1		17		55
Municipalities/ MoMA	4	14		2	1	22			2		45
Administrative and financial affairs/ MoSD	3	2	4		1	31			3		44
Administrative and financial affairs/ PM	1	3	9	1	1	26			1		42
DLS/MoF		8		5		27			2		42
Administrative and financial affairs/ MoF				1		33					34
JCD/MoF	2			10		17			1		30
Administrative and financial affairs/ GID	1	1				27					29
Administrative and financial affairs/ MoWIAS	4		2	1	1	17	1	1			27
Courts/ ICJ		1	1			16	1			7	26
Jordan Valley Authority/ MoWI	2	6		1		16			1		26
Administrative and financial affairs/ PSD	4		1			15			1		21
Administrative and financial affairs/ MoA	1		1	4	3	11					20
Criminal Investigation/ PSD	1					16			3		20
Administrative and financial affairs/ MoTA	1			1	3	14					19
Administrative and financial affairs/ BAU	1		1	1		15			1		19
Personnel Department/ CSB	3				2	14					19
Scholarship and university Student affairs/ MoHE				1		18					19
Against individuals			1	1		5	10		1		18
Other sub-entities	45	40	5	14	11	337	3	3	20	2	480
<b>Total</b>	<b>424</b>	<b>121</b>	<b>49</b>	<b>80</b>	<b>45</b>	<b>1410</b>	<b>25</b>	<b>32</b>	<b>66</b>	<b>11</b>	<b>2262</b>

## 7.2.2. Carried forwards for the years 2009 and 2010 resolved by JOB in 2011

Complaints resolved in 2011 having been carried out from 2009 and 2010 amounted to (46) and (245) respectively. The settlement of such complaints took a long time because of the nature of investigations by JOB and continuous follow-up, which in turn frequently requires reinvestigations, reopening closed files and inspecting several complaints. An underlying reason, in addition, is the change of laws, procedures, regulations and facts.

## 7.3. JOB's decisions in terms of outcomes

### *Complaint processing and settlement*

The central function of JOB is to settle complaints by individuals against the various public administrations in the country. This settlement is based on two elements:

A. Complaints must be settled either officially in accordance with the applicable laws or amicably through direct connections with the respective administration with the aim of reaching a solution accepted by the respondent and the complainant.

B. The various legal aspects of complaints must be addressed as a basis on forming a judgement on whether a public administration has erred or not. Then, each of the complainant and the respondent must be informed of the results of such exercise. Sometimes, a recommendation is made to the respective administration if a procedural error is detected with the aim of

avoiding the replication of such errors in the future and enhancing good governance of such administrations.

Therefore, complaints filed with JOB can be classified as follows (See table below):

\* **Accepted Complaints:** *Those amounted to (1420) that are subcategorised as follows:*

A. Complaints where investigations showed a procedural error on the part of the respondent (774 complaints with a percentage of 54.51% of accepted complaints).

B. **Complaints that were closed for non-completion of procedures** (44 complaints with a percentage of 3.10% of accepted complaints).

C. **Complaints under follow-up:** Those are still under follow-up and investigation and no final decision has been reached yet (405 complaints).

D. Complaints where procedural errors were detected. Those were (197) distributed as follows:

1. Complaints officially or amicably settled (147 complaints)

2. Complaints where a recommendation was sent to the respondent (50 complaints)

\* **Complaints declined pro forma. Those amounted to 842 and are distributed follows:**

A. No counselling is given to complainants (600 complaints)

B. Counselling was given to complainants (242 complaints)

**Table (14): Complaint settlement and processing procedures according to number and ratio (Year 2011)**

No.	Action Taken	Number of Complaints	Ratio%
Accepted		1420	62.78
1	Public administration is correct	774	54.51
2	Under official follow-up	405	28.52
3	Closed for non-completion of preliminaries	44	3.10
4	Public administration has erred.	197	13.87
	A officially or amicably resolved	147	74.62
	B A recommendation has been made but not yet implemented	50	25.38
Declined Pro Forma		842	37.22
1	Without given counselling to the complainant	600	71.26
2	Counselling is given to complainant	242	28.74

## 7.4. Public administrations

\* Responsiveness and cooperation of public administration

### **Analysis of implications of administrations least responsive to JOB's recommendations**

Low responsiveness by some public administrations to JOB's recommendations can be traced back to the following reasons:

1. Financial claims can sometimes be difficult to achieve given the current difficult economic conditions.
2. Some complaints by nature cannot be implemented because of legislation, regulations and bylaws in force.
3. Some public administrations feel that JOB's law does not provide that JOB's recommendations are binding to respondents.

#### **7.4.1. JOB's recommendations to public administration**

##### **A. Recommendations' legal frame of reference**

JOB makes recommendations in accordance with Article (12/b) of its law: "...make recommendations to streamline procedures so as to afford service users of public administration efficient and smooth services in respect of complaints submitted to the Bureau" and Article (18), which states that:

"If the Ombudsman finds out after exhausting relevant procedures that a public administration's decisions, procedures or refrains from acting entail any of the following: a) a violation of the law, b) doing injustice, exercising an abusive practice or bringing about inequality, c) relying in taking action

*on illegal regulations or unfair measures or d) negligence, default or error, then he/she shall prepare a detailed report thereof and send it to the respective administration that is complained of and may make any recommendations he/she sees fit as relevant to the subject complaint."*

### **B. Analysis of given recommendations**

JOB made in 2011 a number of (101) recommendations for the various ministries and institutions covered by the definition of "public administration". Those recommendations were divided into two parts. The first one relates to recommendations on complaints where procedural errors were detected on the part of respondents. Those were (60) recommendations accounting for (59%) of total intake. Fourteen recommendations were implemented and three were partially implemented, which makes responsiveness stand at (28%). Some recommendations were also implemented after the preparation of this report while 43 recommendations were not implemented.

In the second part, JOB realised through the complaints it has processed that some administrative or otherwise non-administrative procedures have hampered some transactions. This required JOB to make 41 (41%) recommendations on streamlining those procedures followed by public

administrations that amounted in 2011 to (30) ministries, governmental institutions and entities. Public administration implemented (17) improvement recommendations in addition to two other recommendations that were partially implemented. This makes the responsiveness rate rise to (46%) compared with (22) improvement recommendations that were not implemented.

Table (15) below shows the respondents and the total number of recommendations along with their respective rates of responsiveness to JOB's recommendations. This reflects the degree to which some public administrations cooperate with JOB. It is found that MoSD has scored the highest in terms of compliance with JOB's recommendations (4 improvement recommendations out of 5) at a rate of (80%) followed by JU (3 out of 5 at a rate of 60%), MoH (6 out of 16 at a rate of 37.5%). Nevertheless, some of those recommendations have been implemented after the preparation of this report. The number of recommendations that were issued to respond to procedural errors in 2011 was 10 compared with 50 after the preparation of this report. Seven have been implemented either fully or partially while 43 other ones have not been implemented even after the preparation of this report.



**Table (15): Distribution of recommendations made in response to a procedural error made by a public administration and other recommendations on streamlining and developing procedures according to respondents and to whether or not such recommendations were implemented in 2011 before and after the reporting period.**

Respondent	Recommendations per Article (18)				Improvement recommendations per Article (12)				Total
	Recommendations are implemented	Recommendations are not implemented	Recommendations partially implemented	Total	Improvement recommendations are not implemented	Improvement recommendations are implemented	Improvement recommendations are partially implemented	Sub-total	
MoH	1	8		9	2	5		7	16
MoE		8		8	1	1		2	10
MoF	1	4		5	2			2	7
PM		6		6	1			1	7
GAM		5		5	1			1	6
MoSD					1	4		5	5
JAF					5			5	5
JU	2	1		3	1	1		2	5
MoMA	1	3		4					4
MoL	1	1		2	1			1	3
CSB	1	1		2		1		1	3
MoT	1		1	2					2
MoIT					1		1	2	2
MoTA	1		1	2					2
MoA	1	1		2					2
MoHE					1	1		2	2
MoWIAS						1	1	2	2
PSD					2			2	2
PDTRA	1	1		2					2
SJD					1	1		2	2
YU	1	1		2					2
JUST		1		1		1		1	2
MoPSD		1		1					1
MoWI			1	1					1
MoJ					1			1	1
MoEMR	1			1					1
MoICT	1			1					1
ERC		1		1					1
ASEZA					1			1	1
MU						1		1	1
<b>Total</b>	<b>14</b>	<b>43</b>	<b>3</b>	<b>60</b>	<b>22</b>	<b>17</b>	<b>2</b>	<b>41</b>	<b>101</b>
Percentage %	23.33	71.67	5.00	100	53.66	41.46	4.88	100	

## 7.5. Analysis, comparison and contrast of statistical figures between the years 2009, 2010 and 2011

Complaints have shown a significant decreasing trend as they fell to (16.7%) in 2011 from 2009 though still higher by (43.9%) than in 2010. Accepted complaints also increased to (63%) in 2011 compared with (45%) and (57%) in 2009 and 2010 respectively. This indicates that JOB succeeded in establishing communication with service users through the various public awareness programs and mass media campaigns it launched on JOB's role and mechanism of settling complaints. The monthly average of complaints in 2009 was (247) compared with (131) in 2010 and (189) in 2011, that is a drop of (23.5%) from 2009.

The following is a comparison of a number of statistical indicators and figures:

### A. Inputs:

#### 7.5.1. According to place of complaint

Complaints filed by residents of the Capital city (Amman) are still the highest for several reasons mainly the city's population density, concentration of public administration apparatus there and easy access to JOB. This is indicated by the rising numbers of complaints at hand from Amman throughout the reporting period reaching 1508 (66.5%) out of (2267) while complaints coming from other governorates showed significant discrepancies between 2010 and 2011.

There is still a significant increase of complaints coming from Amman in 2011 having been (816) in 2009 and (588) in 2010 with a decreasing rates of (7.38) yet rising to (863) in 2011 at a rate of (46.77%). Next to the Capital city is Ma'an Governorate with a percentage of (186.7%) of complaints followed by Jerash at (62.2), Madaba (60.5%). The lowest were Aqaba and Balqa governorates at (17.6%) and (24.7%) respectively.

#### 7.5.2. According to type of complaints

Types of complaints in 2011 were not the same as in 2009. The year 2011 saw more complaints of administrative decisions, appointment or reinstatement requests and ill-treatment by a public servant while other types of complaints in the same year fell from counterparts in 2009 especially requests for services improvement of services, job status adjustment, financial exemptions, requests for help, complaints of court decisions, objections to and inquiries of competitive ranking and complaints of individuals or PSCs.

Compared with 2010, rates of complaints dropped except for complaints of administrative decisions, requests for appointment and objection to and inquiries of competitive ranking, which increased significantly.

Noticeably, the rates of males' complainants dropped in 2011 to (74.45%) compared with (78.76%) in 2009 by a recession rate of (21.3%). In contrast, females' complaints rose from (21.24%) in 2009 to (25.55%) in 2011 by a rate of (0.2%) despite the decline in quantity.

Data shows that Jordanians account for (2201) complainants with a percentage of (97.30%) in 2011 compared with 1528 (97.20%) and 2647 (97.46%) in 2010 and 2009 respectively. Egyptian complainants account for as little as (0.09%) in 2011 compared with (0.25%) and (0.18%) in 2010 and 2009 respectively. There is a noticeable increasing trend of complaints by other nationality holders including Iraqis contrasted with a decrease of Palestinian, Syrian and Arab Gulf nationals.

#### 7.5.3. According to means of complaining

Most complaints were submitted by hand in 2011 with an increase of (78.3%) from 2009 and (66.3%) from 2010. In contrast, complaints sent by mail in 2011 dropped by (52.2%) from 2009 and rose up by (22%) from 2010.

## 7.5.4. According to main respondents

The number of complaints filed in 2009, 2010 and 2011 in terms of the respondents, as shown by statistics, is topped by CSB and Mol with an increase in 2011 by (4.43%) and (2.72%) from 2010 respectively. This increase is attributed to the Ombudsman's field visits nationwide in addition to the political driven increase in complaints against Mol on matters related to forfeiture of the national number, which has been redirected lately by His Majesty the King. The decrease can hardly be seen in the number of complaints filed against public administrations except for those made against individuals, with the lowest reduction ever in quantity and with a difference of (1.54%) the reason being that people are now more aware of JOB's mission and functions.

## 7.5.5. According to sub-entities

Discrepancy marked the quantity of complaints made against sub-entities between 2011 2010 and 2009. The lowest was recorded in complaints against individuals, courts and JC while the highest was made against FID, CSB's Personnel Department and GAM's Financial and Administrative Department, etc.

## 7.5.6. Analysis and comparison of accepted and declined complaints in the reporting period 2009, 2010 and 2011.

### Accepted and Declined Complaints:

Statistical and analytical studies of complaints received by JOB during the reporting period indicate a decrease of complaints by (16.72%) in 2011 (2262 complaints) compared with (2716) in 2009. This indicator implies the success of JOB's outreach campaigns that raised awareness on JOB's mission and mechanism of submitting and accepting complaints.

Statistical indicators show an increase of accepted complaints in 2011 amounting to (62.78%) compared with (56.81%) and (45.03%) in 2010 and 2009 respectively, i.e. by an increase

rate of (59%) from 2010 and by (16.11%) from 2009. As for declined complaints, data shows that they have dropped from (54.97%) in 2009 to (43.19%) and (37.22%) in 2010 and 2011 respectively.

A number of statistical indicators and findings can be compared as follows:

1. Reduced rates of complaints declined pro forma from (88%) of overall declined complaints in 2009 to (77%) and then (71%) in 2010 and 2011 respectively. This can be explained by the awareness campaigns lunched by JOB in the mass media and through field visits to governorates and Badiyah regions, but thanks also to increased public awareness of JOB's mission as explained earlier.
2. Counselling has increased form (12%) in 2009 to (23%) and (29%) in 2010 and 2011 respectively.
3. Absence of procedural errors by public administrations rose from (54.78%) in 2009 to (63.27%) in 2010 then fell back to (54.51%) in 2011.
4. Complaints settled officially or amicably declined from (84%) in 2009 to (76%) and (75%) in 2010 and 2011 respectively out of overall complaints where procedural errors were detected.
5. Rates of complaints closed for non-completion of procedures sharply dropped from (12.51%) in 2009 to (5.60%) then (3.10%) in 2010 and 2011 respectively.
6. Recommendations made to respondents after detection of procedural errors and not yet implemented have risen from (16.24%) in 2009 to (24.49%) and (25.38%) in 2010 and 2011 respectively. There are, however, some recurrent recommendations and notes made to some public administrations as explained in this report but have not yet been implemented. Some other complaints were impossible to implement before some legislation, laws

or bylaws are amended or because of time needed to provide for the financial resources necessary for addressing the flaws or violations. Nevertheless, this fact should not be taken as a pretext by the respondents for delaying on acting upon the recommendations at the expense of what is needed to be done.

## **B. Outputs**

### **7.5.7. According to time spent on processing complaints**

Time periods spent for processing complaints is a decisive indicator of JOB's work progress. It also reflects the cooperation of public administration with JOB.

Statistical data shows that the number of complaints processed and settled in less than a month are (790) in 2011 compared with (781) and (1285) in 2010 and 2009 respectively, a drop of (39%) in 2010 and an increase to (1.15%) in 2011. The number of complaints settled in less than two months was (430) in 2011 compared with (189) and (524) in 2010 and 2009 respectively. The table below shows other complaints settled in different time spans.

It is necessary to point out that complaints taking over six months in 2011 were mainly on administrative decisions and amounted to (88) compared with (145) and (239) in 2010 and 2009 respectively. Those complaints received in 2011 were on issued decisions or legislation, and passport or naturalisation requests, whereas the bulk of such complaints in 2009 were on naturalization, residence or passport requests.

Data also shows that complaints under follow-up in 2011 are higher than accepted ones by (19.34%) and (24.51%) in 2010 and 2010 respectively<sup>3</sup>. The subjects of those complaints in 2011 and 2009 were mainly on administrative decisions, and more precisely on requests for improvement and implementation

of administrative decisions issued by public administration. In contrast, the majority of complaints in 2010 were on financial decisions, security decisions, land or house authorisations, naturalisation or passport requests in addition to the implementation and improvement of decisions issued by public administration. In this connection, it is important to highlight the influential role of public administration in settling those complaints if it cooperates with JOB. The following table details other types of complaints filed throughout the reporting period along with the time spans spent on their settlement.

### **7.5.8. According to rates of settled complaints and positive response by public administration**

Complaints that were officially or amicably settled were (147) in 2011 with a percentage<sup>4</sup> of (75%) of total complaints where procedural errors were detected compared with (148) in 2010 with a percentage of (76%) and (294) in 2009 with a percentage of (84%) of complaints where procedural errors were detected (See table below).

Complaints that received recommendations in 2011 comprise (25.4%) of accepted complaints compared with (25.4%) compared with (24.5%) in 2010 and (16.2%) in 2009 indicating continuous reliance on the approach used to deal with complaints where public administration erred. It also indicates that received complaints in whose respect recommendations were made are homogeneous.

As for complaints where no error was detected on the part of public administration, figures were close in respect of procedures taken in 2011 with a decline of (8.8%) from 2010 and (0.3%) from 2009, which may be taken as an indicator for sound application by public administration.

<sup>3</sup> Total complaints under official follow-up are (405) in 2011, (93) in 2010 and (50) in 2009. Total accepted complaints are: (1420) in 2011, (893) in 2010 and (1223) in 2009.

<sup>4</sup> This rate includes recommendations that were implemented and that were listed among the solved ones.

**Table (16): Complaint settlement and processing procedures in numbers and ratios**

No.	Actions taken	Number of complaints			Percentage %			Total	
		2009	2010	2011	2009	2010	2011	No. of complaints	Percentage %
Total accepted complaints		1223	893	1420	45.03	56.81	62.78	3536	53.98
1	Public administration is correct	670	565	774	54.78	63.27	54.51	2009	56.82
2	Under official follow-up	49	82	405	4.01	9.18	28.52	536	15.16
3	Closed for non-completion of preliminaries	153	50	44	12.51	5.60	3.10	247	6.99
Total complaints where procedural errors of public administration were detected		351	196	197	28.70	21.95	13.87	744	21.04
4	A Officially or amicably resolved	294	148	147	83.76	75.51	74.62	589	79.17
	B A recommendation has been made to respondent because an error was detected.	57	48	50	16.24	24.49	25.38	155	20.83
Total declined complaints		1493	679	842	54.97	43.19	37.22	3014	46.02
1	Declined pro forma	1308	524	600	87.61	77.17	71.26	2432	80.69
2	Counselling is given to complainant	185	155	242	12.39	22.83	28.74	582	19.31
<b>Total</b>		<b>2716</b>	<b>1572</b>	<b>2262</b>				<b>6550</b>	

## 7.5.9. Analysis of some other significant outcomes

### 7.5.9.1. Indicators' Trends for the years 2009, 2010 and 2011

The tendency of indicators of complaint types is subject to a number of factors that make it at a steady increase sometimes but at a sharp decline at some other times. Other complaints are fluctuating. Complaints of rising trends are of the following types:

#### 7.5.9.1.1. Complaints of rising trends:

##### A. Complaints of administrative decisions

Complaints of administrative decisions stood in 2009 at (1370) with a percentage of (50.44%) of total intakes rising to 929 (59.1%) and 1410 (62.33%) in 2010 and 2011 respectively. This makes the total of complaints of administrative decisions for the three years (3709) with a percentage of (56.6%) of total complaints received for the period 2009-2011 totalling (6550).

The rising trend of such complaints mirrors an increasing feeling of grievance by complainants of their administrative department superiors, regardless of whether such grievances were rightful or not. The analysis of such complaints shows that rightful complaints where the public administration in question erred amounted to as low as (12.92%) in 2009 a rate that yet declined to (12.47%) and (8.71%) in 2010 and 2011 respectively. This means that total complaints, where no error was detected on the part of respondents, accounted for (30.7%) of total complaints in the above mentioned period. However, the figures still show that public administration is still making mistakes, whether deliberately or not, because of lack of understanding of administrative bylaws, regulations and laws, or perhaps because of nepotism or other reasons. This makes it very relevant for the National Training Centre to hold sensitisation seminars, meetings or training courses for such participants as undersecretaries and directors with the aim of exposing and addressing administrative flaws. (See Table (4) for more information on the classifications of administrative decisions).

The bulk of complaints of such type in the reporting period was filed against MoI (437), MoE (350) and MoF (299), etc.

## **B. Complaints on appointment or reinstatement requests**

Complaints on appointment or reinstatement requests were (336) in 2009 with a percentage of (12.37%) of total complaints. The number dropped to 207 (13.17%) in 2010 then rose up again in 2011 to 424 (18.74%). This makes the total intake for the reporting period (967) with a percentage of (14.8%). The bulk of those complaints were filed against CSB (530), MoE (124), JAF (33) and MoH (21), etc.

The rising trend of this type of complaints is associated with the increasing unemployment rates in Jordan that reached (13.1%) in 2011 coupled with Prime Minister's decision to cease appointments in the public service.

## **7.5.9.1.2. Complaints of decreasing trends:**

### **A. Requests for services or improvement of services**

Complaints on requests for services or improvement of services were (168) in 2009 with a percentage of (6.19%) of total complaints. The number dropped to 92 (5.85%) in 2010 then rose up again, though slightly, in 2011 to 121 (5.35%) of total intake for the reporting period. The total number of complaints submitted in respect of requests for services or improvement of services for the three years was (381) with a percentage of (5.8%).

The bulk of those complaints were filed against MoMA (62), GAM (60), MoWI (43) and MoF (26), etc.

A slight decline is noticed in requests for services during the reporting period. The trend is almost constant and, therefore, cannot be relied on to give specific reasons.

### **B. Job status adjustment requests**

Complaints on Job status adjustment requests were (187) in 2009 with a percentage of (6.89%) of total complaints. The number sharply dropped to 81 (5.15%) in 2010 and continued to decline in 2011 to 45 (2%). The total number of complaints submitted in respect of job status adjustment for the three years was (313) with a percentage of (4.8%).

The bulk of those complaints for the reporting period was filed against MoE (66), CSB (47), MoH (23) and GAM (19), etc.

A slight decline is noticed in requests for services during the reporting period. The trend is almost constant and therefore cannot be relied on to give specific reasons.

The sharp decline of 2011 is noticeable and might be attributed to increased public awareness of the requirements of job status adjustment. It may also mean that public administrations are pursuing more accurate approaches in carrying out their procedures.

Noteworthy, complaints related to retirement decisions have increased in view of the lack of clear standards for retirement conditions, a gap that seems to have been used by some people in favouring some employees at the expense of others. The restructuring of some public administrations has also driven some employees to file their complaints along those lines.

## **C. Request for help:**

Requests for help were (127) in 2009 with a percentage of (4.68%) of total complaints. The number sharply dropped to 38 (2.42%) in 2010 though it increased a little bit in 2011 to 49 (2.17%). Total intake of requests for help amounted during the reporting period to (214) with a percentage of (3.3%) of overall complaints. The bulk of those complaints for the reporting period were filed against MoSD (70), PM (30), JAF (16) and Mol (15), etc.

The figures of 2010 and 2011 are very close to each other, but they show a reduction in the intake of complaints, an indication that the public now has a clearer image of the type of assistance or help that can be offered by JOB.

## **D. Complaints of matters adjudicated by courts**

Complaints in respect of matters already adjudicated by courts were (116) in 2009 with a percentage of (4.27%) of total complaints. The number sharply dropped to 35 (2.23%) in 2010 and continued to decline in 2011 to 10 (0.44%). Total intake of such complaints amounted during the reporting period to (161) with a percentage of (2.5%) of overall complaints. The bulk of those complaints for the reporting period were filed against JC (110), PSD (12), MoF (11), JAF (4), PSCs (3), PM (2), Mol (2), MoA (2), MoWI (1), MoMA (1) and 13 complaints against other respondents.

The decline in the trend is noticeable particularly in 2011, an indication that the public is more aware of the fact that JOB cannot accept

complaints of matters already adjudicated by courts.

## **E. Complaints of individuals or private entities**

Complaints of individuals or private entities were (89) in 2009 with a percentage of (3.28%) of total complaints. The number sharply dropped to 30 (1.91%) in 2010 and continued to decline in 2011 to 25 (1.11%). Total intake of such complaints amounted during the reporting period to (144) with a percentage of (2.2%) of overall complaints. The bulk of those complaints, for the reporting period, were filed against PSCs (52), MoH (5), MoF (3), MoT (3), PSD (3) and JAF (2), etc.

The decrease of complaints of PSCs, though slight, is attributed to the raised public awareness of JOB's mandate.

### **7.5.9.1.3. Complaints of fluctuating trends**

Fluctuation in the subject of complaints above cannot be accounted for within a span of two years. However, it can be explained within a wider range of time.

## **A- Requests for financial exemption or compensation**

Complaints requesting financial exemptions or compensations were (138) amounting to (5.08%) of total received complaints in 2009, (96) (6.11%) in 2010 but dropped to (80) (3.54%) in 2011. This makes the total of complaints requesting financial exemptions or compensations amount to 314 (4.8%) for the period 2009-2011. The bulk of such complaints were made against MoF (51), ASEZA (39), JAF (19) and GAM (18), etc.

## **B- Complaints about ill-treatment or abuse of powers by a public servant**

Complaints of ill-treatment or abuse of powers by a public servant were (64) in 2009 amounting to (2.36%) of received complaints compared

with 60 (3.82%) and 66 (2.92%) in 2010 and 2011 respectively. This makes the total of complaints of ill-treatment or abuse of powers by a public servant amount to 190 (2.9%) for the period 2009-2011. The bulk of such complaints were made against PSD (18), Mol (18), MoH (14) and MoE (12), etc.

### **C- Protests of or inquiring about competitive ranking**

Complaints protesting of or inquiring about competitive ranking were (121) in 2009 amounting to (4.46%) of received complaints compared with 4 (0.25%) and 32 (1.41%) in 2010 and 2011 respectively. This makes the total of complaints of competitive ranking amount to 157 (2.4%) for the period 2009-2011. The bulk of such complaints were made against CSB (151) followed by MoE (2), Mol (1) and (3) for other institutions.

#### **7.5.9.2. According to Complaint Processing**

##### *7.5.9.2.1. Growing Trend Complaints*

#### **A. Counselling is given:**

Complaints for which counselling was given were (185) in 2009 amounting to (6.81%) of received complaints compared with 155 (9.86%) and 242 (10.7%) in 2010 and 2011 respectively. This makes the total of complaints which received counselling amount to 582 (8.9%) for the period 2009-2011. The bulk of such complaints were made against Mol (111) followed by PSD (62), CSB (61) and MoSD (39), etc. The rising trend of counselling given is a healthy indicator of JOB's improvement of quality performance measures.

#### **B. Under Official Follow-Up:**

Complaints under official follow-up were (49) in 2009 amounting to (1.8%) of received complaints compared with 82 (5.22%) and 405 (17.9%) in 2010 and 2011 respectively. Total complaints under official follow-up for the reporting period were 536 (8.2%).

The bulk of such complaints under official follow-up were made against Mol (139) followed by MoE (39), GAM (34) and MoH (31) and MoL (30), etc. The trend of follow-ups remarkably increased in 2011, which entails more efforts to be made to urge the respective public administrations to speed up their responses to JOB's letters.

##### *7.5.9.2.2. Complaints of fluctuating trends*

#### **A. No Error on the Part of public administration**

Complaints where investigations showed no errors on the part of public administrations were (670) in 2009 amounting to (24.67%) of received complaints compared with 565 (35.94%) and 774 (34.22%) in 2010 and 2011 respectively. This makes the total of complaints where investigations showed no errors on the part of public administrations amount to 2009 (30.7%) for the period 2009-2011. The bulk of such complaints were made against CSB (518) followed by MoE (224), MoSD (144), Mol(115) and MoF (103), etc. The rising trend of this type in 2011 is remarkable and it is a healthy indicator of raised awareness by public administrations on the necessity to be precautionary when conducting their business.

#### **B. Amicably resolved**

Complaints resolved amicably were (187) in 2009 amounting to (6.89%) of received complaints compared with 112 (7.12%) and 109 (4.82%) in 2010 and 2011 respectively. This makes the total of complaints amicably resolved amount to 408 (6.2%) for the period 2009-2011. The bulk of such complaints were made against MoE (60) followed by MoH (35), GAM (28), MoSD (25) and MoWI (24). Fluctuation of numbers from year to year results from JOB's focus on resorting to official solutions sometimes to document and expedite procedures in inverse proportion to amicably resolved complaints.



## **C. Recommendations made to respondents where procedural errors were detected**

There were (57) complaints (2.1%) in 2009 in whose respect recommendations were made upon detection of procedural errors. The number fell to 48 (3.05%) in 2010 then rose slightly in 2011 to 50 (2.21%). The total number of such complaints for the period 2009-2011 was 155 (2.4%). The bulk of those complaints went for MoE (23), MoH (21), GAM (16), MoF (12), MoF (12) and MoMA (11), etc. The increase of recommendations in 2011 is explained by an increased experience of JOB's staff in processing complaints and the optimum use of JOB's efforts.

### **7.5.9.2.3. Complaints of decreasing trends:**

#### **A. Declined Complaints:**

Complaints declined on a pro forma basis were (1308) in 2009 (48.16%) compared with 524 (33.33%) and 600 (26.53%) in 2010 and 2011 respectively. This makes the total of complaints declined on a pro forma basis for the three years 2432 (37.1%).

The bulk of such complaints were made against CSB (205), JAF (202), MoF (201), PSCs (188) and MoE (172), etc. The decrease of declined complaints meant an increased awareness of complainants of the requirements that must be met for JOB to accept them.

## **B. Complaints closed for non-completion of procedures:**

Complaints closed for non-completion of procedures were (153) in 2009 amounting to 5.63% of total intake compared with 50 (3.18%) and 44 (1.95%) in 2010 and 2011 respectively. The number of total complaints closed for non-completion of procedures for the three years together was 247 (3.8%).

The bulk of such complaints were made against MoE (26), MoI (22), MoF (18), PSD (17) and MoH (14) and GAM (14), etc. The decrease of closed complaints meant an increased awareness of complainants of the requirements that must be met for JOB to accept them.

## **C. Complaints amicably resolved**

Complaints amicably resolved were (107) in 2009 amounting to (3.94%) of total intake compared with 36 (2.29%) and 38 (1.68%) in 2010 and 2011 respectively. The number of total complaints amicably resolved for the three years together was 181 (2.8%).

The bulk of such complaints for the three years were made against MoI (34), MoSD (28), PSD (15), MoF (14) and GAM (14), etc. The decrease of complaints resolved amicably reflected JOB's policy to concentrate attention on amicable solving of complaints in order to document and expedite procedures, which

# Ombudsman Bureau

makes the reduction in such complaints a healthy indicator.

## Official Advocacy

JOB was greatly honoured by the visit of His Majesty King Abdullah. The Royal gesture, with all its noble implications, gave lots of impetus to JOB and made it more determined to serve the nation. The visit is a reflection of His Majesty's consistent approach to strengthen the principles of integrity, transparency, justice and equality in all facets of public administration whether in relation to employees or service users.

It also manifests the King's recognition of JOB's mandate as an oversight institution that must be supported to safeguard an important element of national integrity. For that purpose, His Majesty, pledging personal support, made directives that JOB be afforded all the support needed to let JOB do its business efficiently and that all institutions should quickly respond to JOB's questions on complaints and fully cooperate with it.

During the visit, His Majesty met with a number of complainants who happened to be present in the Bureau's headquarters. He listened to them and ordered that all their complaints be processed and resolved in accordance with the law.



*His Majesty the King's visit of the Ombudsman's Bureau (11/4/2011)*

## 8. JOB's Activities:

### 1- Promotional Meetings and Gatherings:

#### Public administration

For the third straight year since inauguration, JOB continues to hold awareness raising meetings, gatherings and field visits to public institutions. The aim is to build bridges of trust and cooperation with them and facilitate mutual communication. JOB also created a network of officers to liaise with public sector institutions. Nine meetings have been held so far with public administration as shown in the table below:

No	Event	Date
1	Ombudsman met with the Administrative Committee of the House of Representatives to discuss the mechanism of appointing personnel in independent institutions. The said committee has an important role in monitoring the Executive Authority and examining all matters and recommendations made to public administration.	10/1/2011
2	A meeting at the Capital Governorate's Office to raise awareness on the governor's role as a district administrator in charge of the wellbeing of his/her governorate in economic, political, social and developmental spheres.	13/1/2011
3	Ombudsman met with the liaison officers of public administration institutions.	12/4/2011
4	Ombudsman met with liaison officers of resource and infrastructure institutions.	4/5/2011
5	A lecture about JOB/National Training Institute	4/5/2011
6	Ombudsman met with MoFA's standing committee for human rights	23/5/2011
7	Ombudsman met with supervisors positioned in Capital City's post offices with the aim of stressing the need to continue the provision of JOB's forms there for the public and send the filled ones on a first-things-first basis.	29/5/2011
8	Ombudsman met with liaison officers of financial and economic institutions.	7/6/2011
9	Ombudsman met with liaison officers of human resource institutions.	12/7/2011



*Meeting at the Capital Governorate's Headquarters*



*Meeting with public administration liaison officers*

- **Field Visits:**

Reaching out to people is very important for JOB not least to get first-hand experience of what people complain of. Field visits and tours cover wide parts of the country including remote areas, particularly the Badiyah. We listened to people's complaints, had their needs and claims noted and made relevant reports to the Prime Minister for him to direct competent authorities to address the respective issues. So far, (13) meetings have been held as shown in the table below:

No	Event	Date
1	JOB's tour in Southern Badiyah (Al-Disi)	8/3/2011
2	JOB's tour in Southern Badiyah (Al-Hasa)	14/3/2011
3	JOB's tour in Southern Badiyah (Al-Huseiniyah)	14/3/2011
4	JOB's tour in Southern Badiyah (Eil)	15/3/2011
5	JOB's tour in Southern Badiyah (Al-Muraigha)	15/3/2011
6	JOB's tour in Southern Badiyah (Al-Quwaira)	16/3/2011
7	JOB's tour in Southern Badiyah (Alqatranah)	17/3/2011
8	JOB's tour in North-Western Badiyah	17/4/2011
9	JOB's tour in Northern Badiyah (Ruweished)	20/4/2011
10	JOB's tour in North-Eastern Badiyah	25/4/2011
11	JOB's tour in Midlle Badiyah (Al-Jiza)	4/7/2011
12	JOB's tour in Midlle Badiyah (Al-Muwaqqar)	6/7/2011
13	JOB's tour in Midlle Badiyah (Al-Azraq)	11/7/2011

### • Miscellaneous Meetings

JOB's visits and meetings are in line with its goal to raise awareness of JOB's role, law and modus operandi. It held three meetings as shown below:

No.	Event	Date
1	A lecture by the Ombudsman at the Faculty of Economics and Administrative Sciences/ Zaytouna University under the title "Justice and Development and JOB's Role in Achieving them."	16/3/2011
2	A visit by ASU's Communication Division in which the supervisors and students of ASU's Graphic Design Department were familiarised with JOB's functions. The aim was to prepare brochures and posters on JOB as themes of their respective graduation projects.	March 2011
3	An award function was made to honour ASU student winners in JOB's promotional material posters' contest.	1/11/2011



*Student award ceremony at Applied Science University*



*Meeting with public figures in the north-eastern city of Ruweished*

## 2. Memorandums of Understanding and Cooperation:

JOB has signed three local memorandums of understanding and one international memorandum of cooperation. The aim is to help in devising a joint mechanism that serves streamlining with respective institutions and provide for a common ground conducive for the dissemination of the complaints' culture. Four such local and international memorandums have so far been signed as follows:

No.	Event	Date
1	A memorandum of understanding was signed with JU to hold regular meetings with students and familiarise them on JOB's role and cooperate with JU to establish an Equal Opportunity Fund.	13/2/2011
2	A memorandum of understanding was signed with DEF through which JOB will develop DEF's administrative complaining mechanism.	25/4/2011
3	A memorandum of understanding was signed with Karak Association for Persons with Physical Disability that approves the said association as a centre for receiving complaints in the forms prepared by JOB. It also provides for holding training and educational programs to raise the awareness of PPDs of their rights and obligations.	20/9/2011
4	An agreement of cooperation was signed with Poland's Human Rights Defender for exchanging expertise, information, annual reports and developments in the field of human rights and conducting training workshops for discussion of difficulties and challenges.	6/12/2011



*Cooperation agreement signed with Poland's Human Rights Defender*



*MoU signed with Karak Association for Persons with Physical Disability*

## 3. Participation in Conferences and Local and International Meetings:

JOB believes of the necessity to keep in touch with similar institutions and stakeholders on the national level and worldwide. To share local experience with other parties, JOB participated in the following events:

### 1- Local Events:

A. The Ombudsman presented a paper in the "Youth Forum 2011: Let us talk for Jordan's sake" in which he called for raising the awareness of young boys and girls on the principles of rational dialogue and the institutionalisation of making complaints through official and legal media.

B. A number of JOB's staff participated in a workshop held by World Vision Corporation, under the title "Fighting against Administrative and Financial Corruption in Governmental Institutions and Private Sector Corporations". The workshop aimed at increasing the knowledge of participants on the nature of efforts made to strengthen good governance in relevant national institutions.

### 2- International Events:

A-The Ombudsman presented a paper at the Fifth Meeting of the Association of Mediterranean Ombudsmen (AOM) in Malta under the title of "The Role of the Ombudsman in Reinforcing Good Governance and Democracy" (29-31/5/2011)

B- JOB shared its experience in the “Successful Management Practices” meeting held by the Arab Administrative Development Organization (ARADO)/ League of Arab States in Lebanon in the period 25-26/10/2011. The participants applauded the unique experience of the Jordanian Ombudsman’s Bureau.

C- JOB made a precedent on the Middle East and Pan Arab level by acceding in November 2011 to the Vienna headquartered International Ombudsman Institute (IOI) having fulfilled the requirements, which are meant to be strict to ensure the autonomy of members.



*JOB participates in AOM’s Fifth Meeting (Malta)*



*Ombudsman in the opening session of a conference on “Successful Administration Practices” (Beirut)*

#### 4. Delegations:

JOB received in 2011 a number of local and international delegates and introduced them to the Jordanian Ombudsman’s Bureau, its role and nature of work. Here is a list of those delegates:

- **Local Delegates:**

No.	Delegate	Date
1	Undergraduate students of law at Middle East University	3/1/2011
2	DEF’s Director General to be briefed on the Ombudsman Bureau’s role	12/1/2011
3	Ombudsman’s meeting with Jordanian parties representatives	27/3/2011
4	A group of participants in MoJ’s Future Judges Programme as a part of the students’ field visits.	21/7/2011
5	Visit by the Director of Tamkeen for Legal Aid and Human Rights Centre, Ms. Linda Kalash.	22/12/2011



*A visit to JOB by MEU’s students*

# Ombudsman Bureau

## • International Delegates:

No.	Delegate	Date
1	Australian Ambassador to Jordan, Mr. Gullane White	9/1/2011
2	A World Bank envoy	7/2/2011
3	Ambassador of Afghanistan to Jordan	7/2/2011
4	US advisors in cooperation with the Rule of the Law Project	14/2/2011
5	The French Ambassador in Amman, Ms. Corrine Pruzzo as a part of her attempts to boost ties between JOB and the French Mediator of the Republic.	7/3/2011
6	World Bank delegate	21/3/2011
7	Norway's ambassador to Jordan, Mr. Peter Olberg	13/4/2011
8	Director of Raoul Wallenberg Institute of Human Rights and Humanitarian Law (Sweden) Ms. Maria Tuma as a part of her visit to Jordan to participate in the Regional Conference on Joint Judicial Standards and Judicial Cooperation held in cooperation between MoJ and the Judicial Institute.	5/2011
9	European Union's Ambassador to Jordan, Ms. Juana Veronica	25/7/2011
10	British Delegation's Deputy Commissioner in Amman, Mr. Kris Rambling	10/8/2011
11	A delegate from the Finnish Institute of Public Administration during a tour organised by Jordan's Anti-Corruption Commission.	17/8/2011
12	The Netherland's Ambassador to Jordan, Mr. Piet de Klerk	18/9/2011
13	World Bank's delegate to negotiate the grant given to JOB.	22/9/2011
14	Acting Polish Ambassador to Jordan, Mr. Christophe Bushko	13/10/2011
15	UN Secretary General's Rapporteur on Violence against Women, Ms. Rashida Mango.	21/11/2011
16	UNICEF's Commissioner to Jordan, Ms. Dominic Hyde	5/12/2011
17	Poland's Ombudsman, Ms. Irina Polish	6/12/2011



*Ombudsman receives a delegate from the Finnish Institute of Public Administration*



*Ombudsman receives UN Secretary General's Rapporteur on Violence against Women*

## 5-Training Programs:

The following four programs were held to build and develop the capacities of JOB's staff:

No.	Name of the Training program
1	A lecture entitled "Systematic Thinking" delivered by Dr. Bilal Abdullah, YU, for JOB's staff on Monday 18/7/2011.
2	A lecture entitled "Seven keys for successful communication skills" delivered by Dr. Bilal Abdullah, YU, for JOB's staff on Wednesday 20/7/2011.
3	JOB participated in a workshop organised by World Bank at JOB's headquarters on 24/11/2011 on procurement, sales and offers.
4	Lecture by the Director of the National Centre for Diabetes, Endocrinology and Hereditary Prof. Dr. Kamel Al-Ajlouni at JOB's headquarters on 16/6/2011. The lecture was for raising public awareness of diabetes and medications.



*Workshop by the World Bank at JOB's headquarters*

## 6. Engagement with the Mass Media:

JOB takes the media as influential partners in introducing JOB to the public. To that end, several mechanisms have been used including, for example, the recording of (19) media coverage events and interviews, as shown in the table below, in addition to a press conference held on Jordan Ombudsman Bureau's Annual Report 2009 with the presence of print and audio-visual mass media and websites.

Newspapers	7
Radio stations	6
Television channels	4
Electronic websites	2

### Print Media

1	Jordan Ombudsman's Press Conference launching JOB's First Annual Report 2009	4/1/2011
2	A news material was prepared on European ombudsmen's commandment of JOB's annual report.	2/5/2011
3	A paper was prepared for Addustour Daily marking the Independence Day.	18/5/2011
4	A success story was published in cooperation with Al-Arab Al-Yawm daily on changing the Regulations of Seizing Licenses in Fabricated Accidents.	24/5/2011
5	A number of news items were prepared for publication in the Euro-Mediterranean Organisation's Journal.	19/6/2011
6	Comprehensive press interview with Al-Ghad Daily	28/7/2011
7	Press interview with Jordan Times.	1/12/2011



## Radio Stations

1	Jordan Ombudsman's Press Conference launching JOB's First Annual Report 2009	4/1/2011
2	Interview with the Ombudsman at Jordan Today programme, Jordan Radio.	25/1/2011
3	Tele-interview with the Ombudsman, JU's Radio	14/2/2011
4	Interview with the Ombudsman at Live Program, Hayat FM radio station	13/3/2011
5	Interview with the Ombudsman, Amin FM radio station	21/3/2011
6	Interview with the Ombudsman at Deen wa Dunya Program, Al-Haqiqa Addawliyah radio station	4/4/2011

## TV Channels

1	Jordan Ombudsman's Press Conference launching JOB's First Annual Report 2009	4/1/2011
2	Interview with the Ombudsman at Yawm Jadeed Program, Jordan Television	3/3/2011
3	Live interview with the Ombudsman, Arabic Post satellite channel	10/2011
4	Interview with the Ombudsman at Roya TV, Economy Today program. The talk was about JOB's role in fighting corruption.	6/12/2011

## Electronic Websites

1	Jordan Ombudsman's Press Conference launching JOB's First Annual Report 2009	4/1/2011
2	Meeting by the Ombudsman with webmasters.	14/3/2011

## 7. Ancillary Promotion Media

### Hotline Service

For the sake of streamlining and expedition of response to service users' complaints, JOB introduced the Hotline service (080022284) to answer all queries made by complainants during working hours. So far, (4352) queries have been answered.

### Daily Press Release (PR)

JOB's law entitled the Ombudsman to examine any subject that pertains to any decision, procedure or practice by public administration. In fulfilment of this role, a daily press release is issued to print and electronic media to reflect on the complaints made by the public. The PR is also meant to follow up with any new development on the laws, bylaws and regulations of public administration.

### JOB Online

JOB has a website on the internet. It is user friendly and as such it offers service users as much information as possible on the law, regulations and frequently asked questions with their answers. The website is under continuously updated.

## 8- Miscellaneous

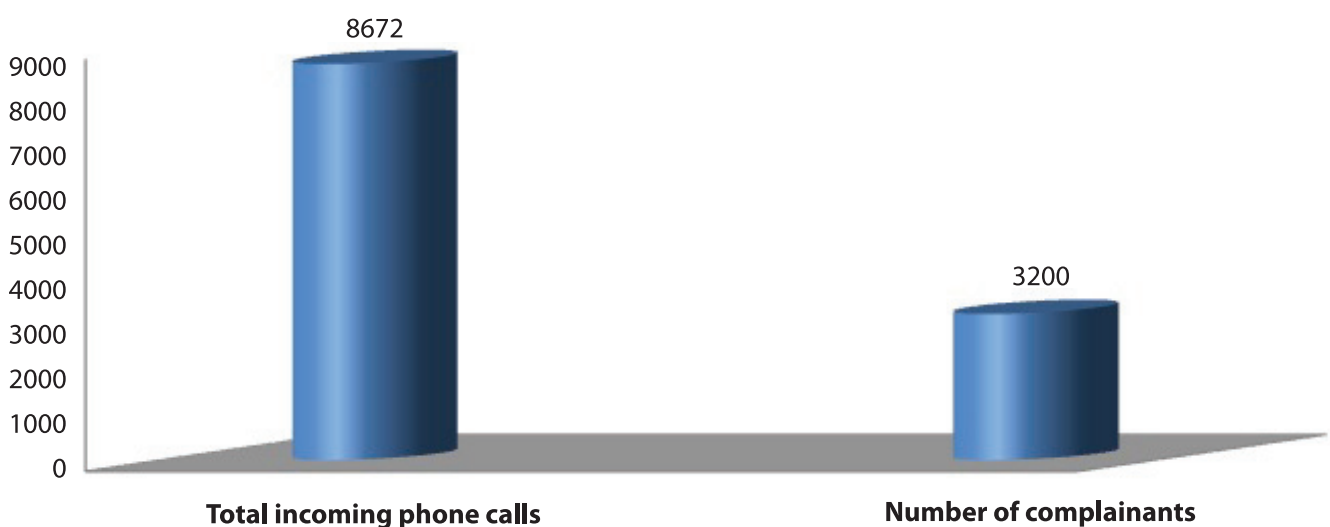
1	Venue	Date
1	Participation in the preparation of the annual report for the Child Rights' Convention (attended by JOB's legal advisor on behalf of the Ombudsman)	13/12/2011

## 9. Public Outreach in 2011

Data and statistics can give a good hint on the work of JOB. What the figures cannot tell, however, is the huge back-office work undertaken by JOB in serving its service users, that go beyond the mere receiving and handling of complaints. Our officers listen to complainants, interview them, and help them in writing their complaints, identifying their claims and filling up their forms correctly. They further help service users in defining their cases in a manner that is conducive to their pursuits, given the fact that a good number of service users are not skilled in presenting their cases. We attend to their needs by giving them the time and freedom of expression that they need.

JOB received complainants of different ages, nationalities and concerns who had questions on the Ombudsman's work, legal issues or JOB's modus operandi. Mainly lawyers and jurists, the visitors who were dealt with in 2011 hit (3,200).

JOB offers a toll-free service operating 24/7 to receive and respond to service users' queries that amounted in 2011 to (4,352) in addition to (4,320) other calls received by the Complaint Receiving Unit (CRU) the total thus being (8,672). All calls were answered diligently by providing necessary information, guidance and clarifications or by taking expedient action with the respective public administration. In most cases, such complaints were resolved to the satisfaction of all concerned parties or at least by providing guiding information, counselling or advice that spared service users in most cases from coming personally to JOB.



*A graph demonstrating JOB's efforts in receiving complaints and phone calls (2011)*

## 9- Organisational Chart

Jordan Ombudsman's Bureau is headed by a President, who is equal by the law to a portfolio minister in terms of rank and salary. He is appointed by a decision from the Council of Ministers as endorsed by a Royal Decree. The Ombudsman must meet some legal requirements mainly integrity, neutrality, experience in law or public administration, and he must not to be affiliated by occupation to the public administration or an elected board upon his/her appointment and throughout the term of his/her office as an Ombudsman. His/her term lasts for four years and may be renewed to one more term. He may not be dismissed except when he commits an act contradictory to Article (11) of the Ombudsman's Law, such as a felony or misdemeanour.

The Ombudsman is assisted by a number of staff and consultants serving in JOB's departments and technical units. They currently amount to 54 employees.

### **Training**

A prime area of attention is human resource development. JOB has, therefore, offered its staff the opportunity to participate in training programs for the sake of improving their skills, each in his/her own specialty. Our employees have attended (7) conferences and training workshops abroad in addition to (12) local training programs and (33) local workshops and seminars. Table (17) below is explanatory.

**Table (17): The distribution the employees according to their participation in conferences, training programs, workshops and seminars in 2011.**

Program	Number of Participating Employees
Conferences and workshops abroad	7
Local training programs	12
Local workshops and seminars	33
<b>Total</b>	<b>52</b>

