

Hashemite Kingdom of Jordan



Ombudsman Bureau

For every person who has a right

Annual Report

2010

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1. Address of the President of Ombudsman Bureau

In order to consecrate the principle of justice and integrity in the relationship between the public (citizens or non-citizens) and Public Administration on the one hand, and between government departments in the various sectors and levels on the other, the Ombudsman Bureau has continued for the second year to receive complaints and follow up on them with the concerned departments.

Being desirous to promote the principle of transparency, the Bureau has issued its second report- 2010 report, so as to display and analyze the results of its efforts as an entity working to ensure the rights of all complainants.

The report shows a decline in the number of complaints for 2010 compared with 2009, which points to the growth of public knowledge in the rules of work and functions of the Bureau due to the media efforts and awareness programs exerted by its departments. This is confirmed by the increased number of accepted complaints by 13% over the previous year.

The report shows the fruitful results of the Bureau's efforts which are inferred from its ability to resolve 78% of the complaints submitted to it and in which the administration's error was found, not to mention the provision of its legal guidelines for a number of complainants and the submission of official reports containing recommendations to the Public Administration on specific grievances. However, the response of these Administrations to these reports was below expectations. The response percentages during the past two years have ranged between 17-19%, which is worthy to draw the attention of these administrations due to its absolute need.

We firmly believe that a careful study by the Public Administrations concerned with the results reflected by the report will help them in developing their work, conducting their relationships with the public and in providing the most suitable environment for taking the most appropriate decisions.

In order to refer easily to the information and its comparison by all interested officials, members of parliament, researchers and media men, we have worked to make the current annual report to be consistent with the previous annual report in terms of design, presentation of information and data, inclusion of precise details on the number of complaints, nature of proceedings complained against, gender and nationality of the complainant and the nature of these complaints; a matter which prompts us to lay the foundations for a prospective plan to anticipate how the situations of the complaining parties, parties complained against and proceedings complained against will devolve through a comparative study between the figures in each year and the changes they will undergo. This will help the decision-maker in formulating the suitable plans for the overall reform process, be it administrative or developmental, as well as draw the required policies thereto, in that such variables interrelate closely thereby rendering it impossible to separate them from each other.

Undoubtedly the issue of handling complaints, whether by the complainant or the party complained against, is a matter of civilized culture. We at the Ombudsman Bureau have endeavored, since the establishment of the Bureau, and are still endeavoring on spreading and to firmly establish the "culture of complaint", so that the complainant would understand how, when and to whom he should complain. This enables the administration complained against to understand that the complaint does not mean that it is erred or neglected and that it pursues a particular person, but rather it is a decision or an action which must be rectified or a practice which must be restricted; that the complaint is not for asking help or charity, but rather a right within the framework of the relationship with the State. This right must be organized so as to allow everyone to enjoy it in full at any time his/her guaranteed rights are prejudiced. It is a matter which promotes the relationship between the citizen and the State from the plain care to the mutual and joint responsibility. For all of the foregoing, the Bureau has launched awareness campaigns which targeted all Government administrations such as ministries, departments, official and semi-official institutions, governmental universities and local administrations. The Bureau made also field visits to all Jordanian governorates during which it met with representatives of official and popular activities as part of its awareness campaign plan.

The continued development of the Ombudsman Bureau's performance and improvement of its efficacy requires further fulfillment of its needs, such as increasing its budget, issue of a special regulation for its employees and providing it with human cadres, apart from the emphasis to the government administrations on the need for more positive interaction with the Bureau's work.

I wish to offer my sincere thanks to all brothers who contributed in the support of the Ombudsman Bureau of various official and popular bodies, particularly our partners in the national control institutions, Supreme Judicial Council, Judicial Institute of Jordan, Governmental Universities, Directors and Representatives of printed, visual & audio media and all those who contributed in the preparation of this annual report and to the complainants who lit the path for us to be able to identify the errors and endeavor to rectify them, particularly those for the benefit of whom we submitted recommendations to the Public Administrations to respond to them and did not do so, appreciating, their understanding and patience.

I cannot describe my feelings when an aggrieved person addresses us to express his thanks for the efforts we exerted to reach a just solution for his grievance and that our efforts were crowned with success.

Finally, I hope that our efforts in the Ombudsman Bureau will be the best materialization of the visions and aspirations of His Majesty King Abdullah II, may Allah protect him, for effectuating the rule of justice, equality and transparency in the State Institutions and its Public Administrations for the interest and stability of Jordan.

Allah is the Guardian of Success
Abdelilah Al-Kurdi



2. Vision & Mission

Vision

The Bureau is the reliable reference in receiving and resolving grievances towards the Public Administration or on any of its employees. Islamic culture knew several judicial and quasi judicial institutions, such as judicial panels, the *Hisba* (accountability) system, and the Muslim caliphs that reviewed and resolved disputes among their constituencies. The institutionalization of said process happened during the Caliph Omar Bin Abed Al Aziz era, who named this institution as the Grievances Bureau. In contemporary times, the Ombudsman Office phenomenon emerged in modern states since 1809, the first of which was in Sweden.

Mission

Establishing the foundations of efficacy, justice, integrity and transparency at the Public Administration.

3. Bureau's Organizational Chart

The Ombudsman Bureau shall be headed by a President, with the rank and salary of a Minister in service. He shall be appointed by a decision of the Council of Ministers and the decision shall be girded by a Royal Decree. The Law requires that he/she meets several conditions, notably integrity, impartiality, long experience in the field of law or public administration, and not to be engaged in employment by the public administration or an elected council upon his/her appointment and during his work. He shall be appointed for a four years term renewable once. He may not be removed from office except with legal framework governed by Article (11) of this Law; such as being convicted of a felony or misdemeanor.

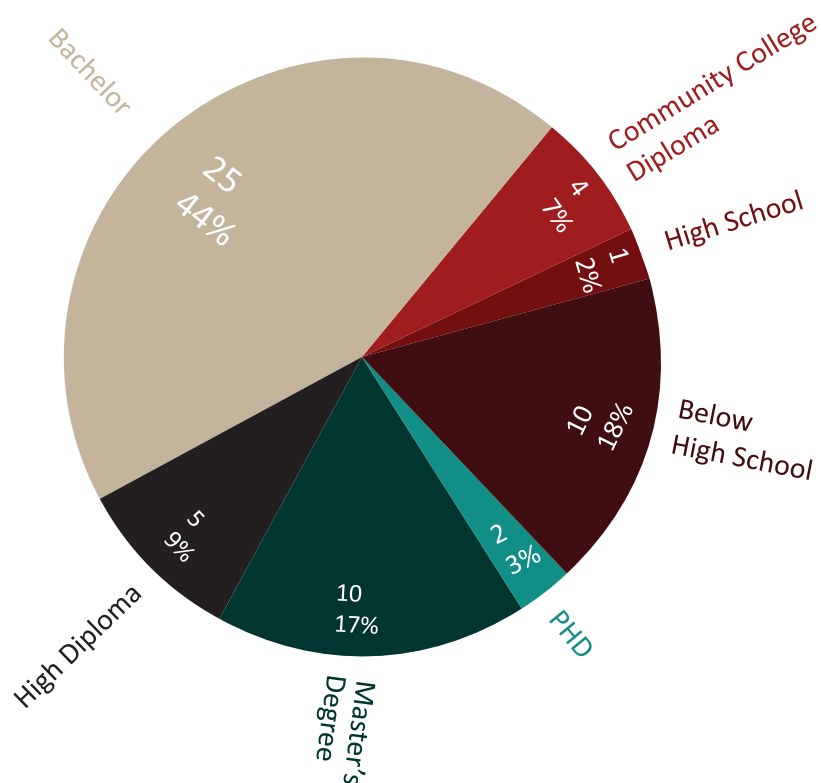
The President of the Bureau shall be assisted in performing his duties by a number of employees and consultants who are distributed over various technical and administrative departments and units. They are currently (57) employees.

Table No. (1) and the diagram below show the distribution of employees working at the Bureau according to the academic qualifications.

Table No. (1) - The distribution of the Bureau employees as per academic qualifications during 2010

Academic Qualification	Number
PhD Degree	2
Master Degree	10
Higher Diploma	5
Bachelor Degree	25
Community College Diploma	4
High School	1
Below High School	10
Total	57

Diagram (1) indicates the distribution of the Bureau's staff as per academic qualification during 2010



Training

In order to advance human resources, the Bureau was keen on the participation of a number of its employees in specialized internal and external conferences, workshops and training programs. Conferences and workshops held outside Jordan were (5). Internal training programs were (101) programs. While internal workshops and seminars were (59).

Table No. (2) indicates the number of employees' participations in conferences, workshops, forums and training programs:

Table No. (2): The distribution of employees as per participation in conferences, training programs, workshops and forums during 2010

Type of Participation	Number of Participating Employees
Outside Conferences & Workshops	5
Internal Training Programs	101
Internal Workshops & Forums	59
Total	165

4. Complaints Submitted to the Ombudsman Bureau

4.1 Legal Basis for Receiving Complaints

The Ombudsman Bureau seeks to resolve complaints and grievances submitted thereto in accordance with Law No. (11) of 2008, as Article (14) thereof provides for the following:

- a) Any party injured due to any Public Administration decision, measure, practice or omission thereof, shall have the right to submit a complaint against the concerned Public Administration before the Bureau in accordance with the situations and procedures provided for in this law.
- b) The Bureau shall commence investigations of complaints and grievances submitted by using a form prescribed for this purpose. The form shall contain a summary of the facts and reasons for the complaint and the complainant, backed with the supporting documents, if any. The form shall be signed by the petitioner or his/her attorney.
- c) The Bureau's President shall issue his/her decision accepting or rejecting the submitted complaint, provided that, and in both cases, the decision is justified and substantiated.

Article (12-A) also provides that the Bureau shall carry out the following duties and authorities:

"Investigate complaints related to any decisions, recommendations, measures, practices or omissions thereof issued by the Public Administration or its employees. No complaint against the Public Administration shall be accepted if it is still to be challenged before any administrative or judicial body or the subject thereof is under review before any judicial body; or a judicial ruling was issued pertaining to it". This is in support of judiciary autonomy and respect of its provisions.

In order to reduce malicious complaints, complaints shall be submitted by using a special form prescribed by the Bureau which shall be signed, with the insertion of the petitioner's national number as well as his/her personal particulars and attaching the supporting documents necessary for the complaint.

Complaints made against the private sector shall not be investigated by the Bureau as they fall outside its jurisdiction by law.

Article (8) of the Bureau's Law also provides for:

"The President shall exercise his authorities and duties in full autonomy and save for the law there shall be no party or authority over him. He shall not receive any instructions or orders from any party or authority.

Article (15-a) provides that; "In case a decision is made to accept the complaint, the President shall commence taking the proceedings to resolve the complaint in the fastest possible manner, and using the means which he/she finds appropriate".

Article (15-d) provides that: "If the party complained against fails to respond to the President's memo within the set period (not to exceed 15 days from the date of receipt of the memo), or refuses or abstains from supplying any of the documents or information requested by the President, in such cases the President may address the Prime Minister in order to take the necessary actions in this regard".

Article (21) provides that:

"All Public Administration employees shall facilitate the function of the Bureau by providing all requested information and documents; otherwise they will be subject to disciplinary and criminal procedures". This supports the Bureau's work, authorities and effectiveness.

4.2 Analysis of Complaints Received by the Bureau in 2010

Introduction

The statistical studies which were prepared showed that the Ombudsman Bureau received in 2010 a total of (1572) grievances from all governorates of the Kingdom.

Analyses of the complaints will be discussed within the context of this report in terms of parties complained against, type of grievance, subject of the complaint and the petitioners.

4.2.1 In Terms of the Party Complained Against

The statistical studies show that the main parties complained against which grievances were made were (60) main parties. The Civil Service Bureau recorded the highest number of grievances of (167) grievances, among which (117) grievances were related to appointment requests or nomination for appointment, (30) grievances came from an administrative decision, (14) complaints related to job adjustment and (4) grievances came as an inquiry or an objection to the competitions order.

The Ministry of Education came in second place by (144) grievances, among which (100) grievances were for an administrative decision and (22) grievances for appointment or re-appointment requests. Then the Ministry of Interior with (125) grievances, Ministry of Finance with (103) grievances and Ministry of Social Development with (78) grievances.

Table (3) indicates the distribution of incoming grievances as per main parties and type of the submitted grievance.

Table No. (3) indicates the distribution of grievances for 2010 as per the party complained against and type of grievance

Party Complained against	Grievance against an administrative decision	Appointment or re-appointment request	Request for financial exemption or compensation	Request for services or to improve offered services	Request for job adjustment	Grievance against mistreatment of a public servant or abuse of authority	Request for help	Grievance against a court ruling	Grievance against individuals or private parties	Objection and inquiry on the competition order	Total
Civil Service Bureau	30	117			14		2			4	167
Ministry of Education	100	22		1	16	4			1		144
Ministry of Interior	105	5	3	3		7	2				125
Ministry of Finance	67	1	11	11	5	4		4			103
Ministry of Social Development	57	1	3	3	2	2	10				78
Aqaba Region Authority	56	1	17	1							75
Ministry of Health	57	6	2	2	2	5					74
Directorate of Public Security	50	3	2			10		2			67
Greater Amman Municipality	33	2	7	13	8	2	2				67
Jordanian Armed Forces	39	5	2	1		2	3				52
Ministry of Labor	44	2	5								51
Ministry of Water & Irrigation	24		6	14	4	1			1		50
Jordanian Judicial Board	14		5					23			42
Private Sector Institutions	22		2	6	2	3		1	2		38
Ministry of Transport	26	3		1	4	2					36
Ministry of Municipal Affairs	12	6	4	11		3					36
Rest of Main Parties	193	34	27	24	24	15	19	5	26		367
Grand Total	929	208	96	91	81	60	38	35	30	4	1572

Table No.(4) indicates the distribution of the measures taken as per parties complained against, as it shows that the number of rejected grievances from Civil Service Bureau were (23) grievances, among which (15) grievances were rejected in form and guidance was provided on (8) grievances (although they were rejected in form, and instructions for accepting the complaint do not apply thereon).

The rest of rejected grievances are spread over the Ministry of Finance (56) grievances, Ministry of Education (47) grievances, Ministry of Interior (42) grievances, Judicial Board (38) grievances, Private Sector Institutions (37), Ministry of Health and Armed Forces (30) grievance for each one, etc....

Table No. (4) indicates the distribution of incoming grievances according to the measures taken and the party complained against for 2010

Party Complained Against	After investigation, the administrative action taken was proved not wrong	Under formal follow-up	Grievances rejected in form			Resolved officially	Recommendation was given to the party complained against due to an error in the administrative action	Complaint was filed due to non completion of complaint proceedings	Resolved amicably	Grand Total
			Complaint was rejected	Guidance was provided	Total					
Civil Service Bureau	137	2	15	8	23	3	2			167
Ministry of Education	58	20	32	15	47	8	7	2	2	144
Ministry of Interior	32	28	18	24	42	8	4	3	8	125
Ministry of Finance	25	13	50	6	56	1	2	5	1	103
Ministry of Social Development	38	13	10	7	17	5	1	1	3	78
Aqaba Region Authority	37	14	15	1	16	6		1	1	75
Ministry of Health	16	16	26	4	30	7	4		1	74
Directorate of Public Security	17	14	18	9	27	5	1	2	1	67
Greater Amman Municipality	10	18	17	9	26	6	2	2	3	67
Jordanian Armed Forces	11	6	28	2	30	2	1		2	52
Ministry of Labor	13	5	24	5	29	1	1	2		51
Ministry of Water & Irrigation	6	10	23	2	25	8		1		50
Jordanian Judicial Board	2	1	36	2	38			1		42
Private Sector Institutions	1		36	1	37					38
Ministry of Transport	9	7	14	2	16	1	1	2		36
Rest of Main Parties	92	54	156	37	193	21	15	18	10	403
Grand Total	504	221	518	134	652	82	41	40	32	1572
%	32,06	14,06	32,95	8,52	41,48	5,22	2,61	2,54	2,04	100

Grievances as per Main and Subsidiary Parties

It was discovered through the relevant analysis of statistics that grievances against an administrative decision ranked first by (929) grievances, among which (105) were against Ministry of Interior, followed by Ministry of Education with (100) grievances, Ministry of Finance with (67) grievances, Ministries of Health and Social Development with (57) grievances each and Aqaba Region Authority with (56) grievances.

While we find that most grievances towards the Ministry of Education are distributed in terms of type of grievance: (100) grievances on administrative decisions, (22) on appointment requests, (16) on job adjustment requests, (4) on mistreatment of a public servant, one grievance on individuals or private parties, one grievance on each of request for services or improving services. Then Ministry of Interior where most of the grievances were distributed as follows: (105) grievances on administrative decisions, (7) on mistreatment of a public servant, (5) on employment request, (2) on request for assistance....etc.

Most of Ministry of Finance grievances are distributed as follows: (67) on administrative decisions which were taken, (11) for each of financial exemption request or a compensation, request for services or to improve services, (5) on requests for job adjustment ...etc.

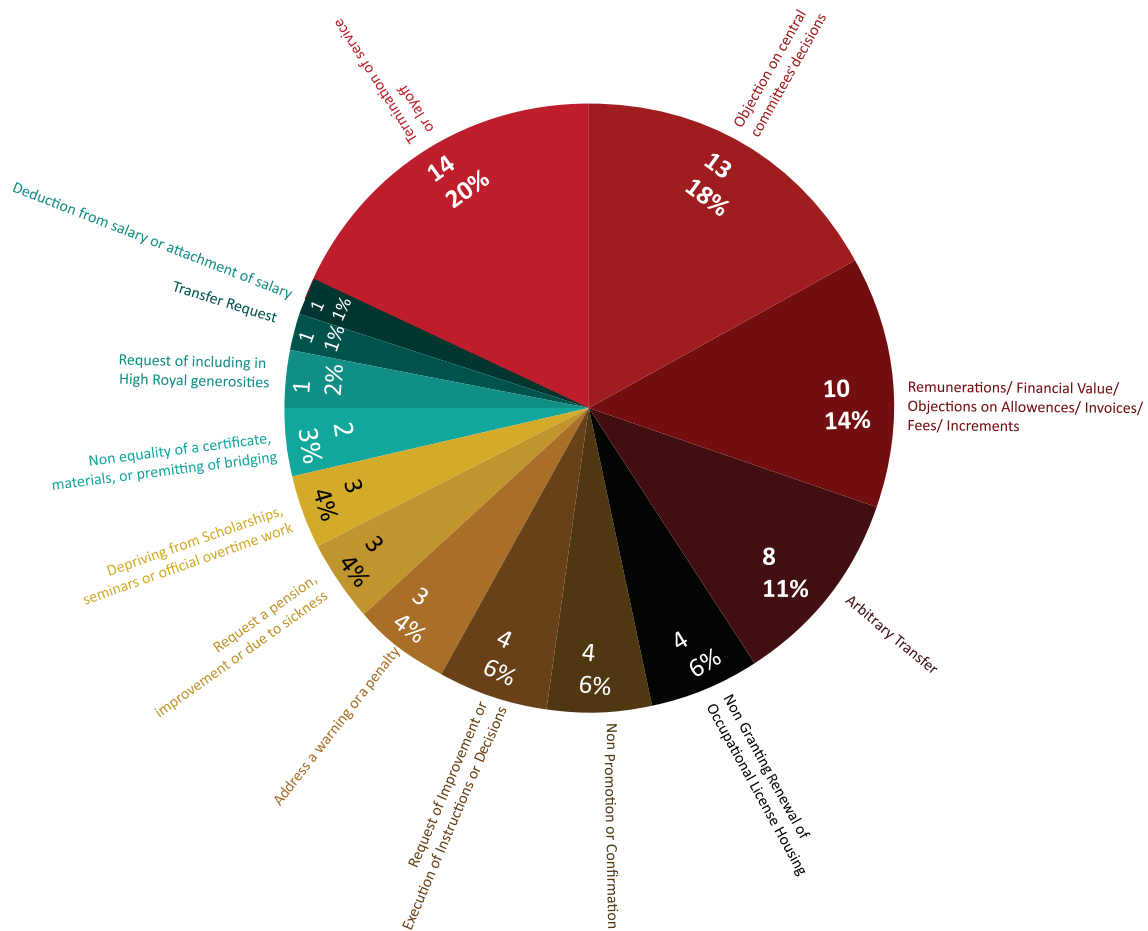
Subsidiary Parties

As for subsidiary parties complained against, i.e. departments, institutions and directorates, the Directorate of Employment Affairs in the Civil Service Bureau was the highest subsidiary party in terms of the number of grievances received with (132) grievances of the total number of grievances towards the Civil Service Bureau. Most prominent of which were related to the appointment or inquiry on the competitions order with a percentage of (79.04%) of the total number of grievances on the Civil Service Bureau which was (167) grievances. Followed by the Directorate of Administrative & Financial Affairs in the Ministry of Education by (105) grievances at the rate (72.91%) of the total number of grievances on the Ministry of Education which was (144) grievances distributed as shown in table (4). It is noticed that the total number of grievances on administrative decisions related to the Directorate of Human Resources & Finance was (71) grievances as indicated in Table No. (5), which indicates the types of administrative decisions issued by this Directorate.

Table (5) indicates the distribution of grievances on administrative decisions taken by the Directorate of Administrative Personnel & Financial Affairs in the Ministry of Education during the year 2010

Subsidiary party complained against	Termination of service Dismissal or layoff from work	Objection on the decisions of central committees	Objection on (financial amount/rewards/ allowances/payments on daily basis/ bills/ fees	Arbitrary transfer	Not granting or renewal of profession or housing license or transportation license	Non promotion or confirmation	Request for improving or executing instructions or decisions	Giving a warning, notice or a penalty	Requesting a pension or to improve it or requesting retirement due to illness	Depriving of scholarships and courses or forums, or consider use of extra official works	Non equalizing a certificate subjects or allowing bridging	Request for inclusion in the high Royal generosities	Salary Deduction or Salary Attachment	Transfer Request	Grand Total
Directorate of Human & Resources Finance- Ministry of Education	14	13	10	8	4	4	4	3	3	3	2	1	1	1	71

Diagram No. (2): the distribution of grievances on administrative decisions/ Directorate of Human Recourse & Finance/ Ministry of Education

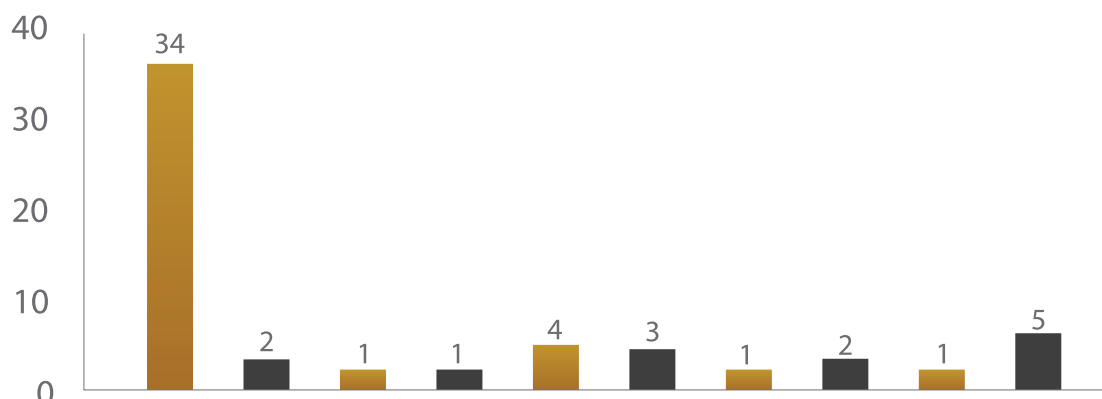


They are followed by Directorate of Administrative & Financial Affairs/ Aqaba Region Authority with (72) grievances distributed in terms of the type of grievances as follows: Request for financial exemption or a compensation (16) grievances, one grievance on each of request for appointment or re-appointment, as well as one grievance related to requesting services or to improve offered services, while grievances on administrative decisions taken were (54) grievances as shown in the following table:

Table (6) indicates the distribution of grievances on taken administrative decisions submitted to the Directorate of Administrative & Financial Affairs at Aqaba Region Authority in 2010

Subsidiary party complained against	Request for the authorization of land or housing	Request for inclusion in the high Royal generosities	Non-granting or renewal of professional license, or housing or transport license	Non-promotion or confirmation	Salary deduction or attachment of salary	Request for improving or executing instructions or decisions	Security decisions / house arrest/ detention/ deportation/ attachment of property	Objection on decisions of the central committees	Requesting a pension or to improve it or request retirement due to illness	Termination of services, Dismissal or layoff	Grand Total
Administrative and Financial Affairs/ Aqaba Region Authority	34	2	2	1	1	4	3	1	1	5	54

Diagram No. (3): The distribution of grievances on administrative decisions received towards the Directorate of Administrative & Financial Affairs/ Aqaba Region Authority

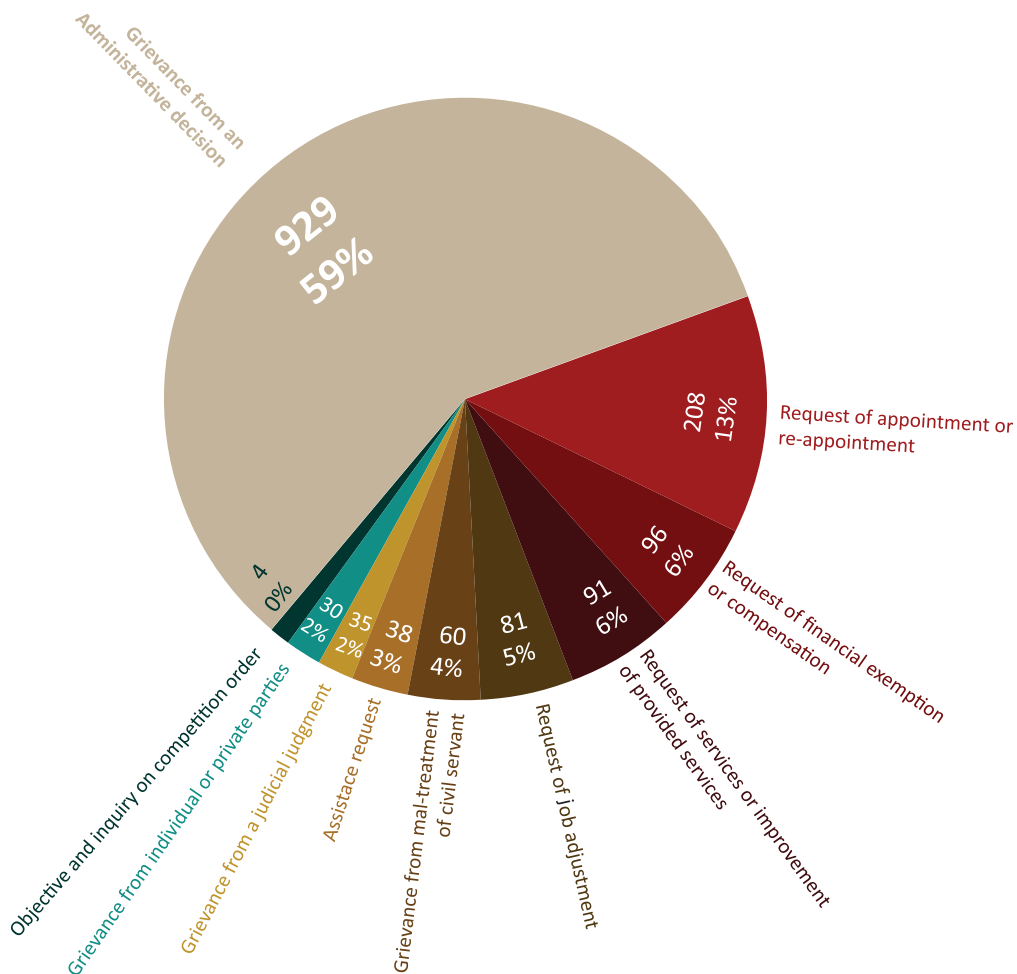


Request for the authorization of land or housing
Request for inclusion in the high Royal generosities
Not granting or renewal of professional license, or housing or transport license
Non-promotion or confirmation
Salary deduction or attachment of salary
Request for improving or executing instructions or decisions
Security decisions / house arrest/ detention/ deportation/ attachment of property
Objection on decisions of the central committees
Requesting a pension or improvement or request retirement due to illness
Termination of services, dismissal or layoff

Table (7) indicates the distribution of grievances as per type of grievance and percentage for 2010

Type of Submitted Grievance	Received Grievances	Percentage %
Grievance from an administrative decision	929	59,10
Request for appointment or re-appointment	208	13,23
Request for financial exemption or compensation	96	6,11
Request for services or to improve offered services	91	5,79
Request for job adjustment	81	5,15
Grievance on mistreatment of a public servant or abuse of authority	60	3,82
Request for assistance	38	2,42
Grievance on a judicial judgment	35	2,23
Grievance on individuals or private parties	30	1,91
Objection and inquiry on the competition order	4	0,25
Total number of grievances received in 2010	1572	100

Diagram No. (4) indicates the distribution of grievances as per type of grievance



4.2.2 In Terms of the Type of Grievance

a) Grievances Related to Employment Applications

Table No. (8) indicates the distribution of grievances on appointment requests which were (208) grievances, (136) of which were rejected at the rate of (65.38%). Rejected grievances related to appointment requests were distributed on Civil Service Bureau (14), followed by Prime Ministry (5) grievances then Armed Forces and Ministry of Awqaf & Islamic Affairs with (3) grievances each, then each of the Ministry of Education, Ministry of Health, Ministry of Transport, Directorate of Public Security, Electricity Sector Regulatory Commission with (2) each. Whereas one grievance on the Ministry of Industry & Trade was rejected. The table also indicates the distribution of grievance procedures related to appointment or re-appointment request.

Table (8) indicates the received grievances in regards to appointment or re-appointment requests as per the party complained against and the action taken in 2010

Party Complained Against	Under formal follow up	Rejected Grievances		Resolved officially	It was discovered that the administrative action was proved not wrong	Complaint was filed due to the non-completion of complaint proceedings	Recommendation was made to the party complained against due to an error in the administrative action	Grand Total
		Grievance was rejected in form	Guidance was provided					
Civil Service Bureau	2	9	5	1	100			117
Ministry of Education	2	2		2	14		2	22
Prime Ministry		4	1		2			7
Ministry of Health	2	2			1		1	6
Ministry of Municipal Affairs		1			3	1	1	6
Ministry of Interior		1			4			5
Jordanian Armed Forces	1	2	1		1			5
University of Jordan	2	1			1			4
Ministry of Transport		2			1			3
Ministry of Awqaf & Islamic Affairs		1	2					3
Directorate of Public Security		2			1			3
Al-Balqa Applied University		1			1	1		3
Ministry of Labor	1				1			2
Ministry of Justice		1			1			2
Ministry of Agriculture					1		1	2
Ministry of Public Works	1				1			2
Electricity Sector Regulatory Commission		2						2
Greater Amman Municipality					2			2
Ministry of Finance				1				1
Ministry of Tourism & Antiquities		1						1
Ministry of Foreign Affairs			1					1
Ministry of Social Development	1							1
Aqaba Region Authority	1							1
Audit Bureau					1			1
Department of the Chief Judge					1			1
General Intelligence Department					1			1
Yarmouk University						1		1
& University of Science Technology							1	1
Greater Tafilah Municipality	1							1
German Jordanian University						1		1
Grand Total	14	32	10	4	138	4	6	208

b) Grievances Related to Request of Services or Improvement of Services

Table No. (9) indicates the distribution of grievances related to requesting services or to improve services, which were (91) grievances, (34) of them were rejected at the rate of (37.36 %). Grievances on which guidance was given amounted to (11) grievances. (16) grievances were resolved in favor of the complainant at the rate of (17.58) where (3) complaints were amicably resolved, whereas the

rest of actions taken were as follows: Administration was not at fault at the rate of (7) grievances, (7) grievances were filed and (27) grievances are still under official follow-up.

It is noted that the Ministry of Public Works was the most responding party to resolve incoming grievances which were related to requesting services or to improve services and which were (5) grievances at the rate of (80%).

Table (9) indicates the distribution of grievances in regards of requesting services or to improve offered services as per the party complained against and procedures taken in 2010

Party Complained Against	Under formal follow-up	Amicably resolved	Complaint was rejected in form	Guidance was provided	Resolved Officially	There were no errors in the administrative decision taken	Complaint was filed for non completion of complaint proceedings	Grand Total
Ministry of Water & Irrigation	4		3	1	4	2		14
Greater Amman Municipality	6		1	3	2	1		13
Ministry of Municipal Affairs	5	1	1	3			1	11
Ministry of Finance	2		6	1			2	11
Private Sector Institutions			6					6
Ministry of Public Works		1		1	3			5
Ministry of Interior			1		2			3
Ministry of Social Development	2					1		3
Ministry of Health	2							2
Ministry of Agriculture			1	1				2
Greater Tafilah Municipality	2							2
Electricity Sector Regulatory Commission			2					2
Against Individuals			1				1	2
Ministry of Education					1			1
Jordanian Armed Forces	1							1
Prime Ministry						1		1
Greater Irbid Municipality	1							1
Greater Zarqa Municipality							1	1
Greater Mafraq Municipality	1							1
Greater Karak Municipality				1				1
Greater Jerash Municipality					1			1
Aqaba Region Authority		1						1
Petra Region Authority						1		1
Audit Bureau							1	1
University of Jordan						1		1
Yarmouk University			1					1
Ministry of Transport							1	1
Ministry of Environment	1							1
Total	27	3	23	11	13	7	7	91

c) Grievances Related to Assistance Requests

First it must be noted that assistance requests are not accepted by Ombudsman Bureau unless they are associated with one of the cases provided for in the Bureau's Law.

Table No. (10) indicates the distribution of grievances on assistance requests which were (38) grievances forming a percentage of (2.42 %) of the total amount of grievances, of which (22) grievances were rejected at the rate (57.89%). Whereas (3) grievances were resolved in favor of the complainant, of which two grievances were amicably resolved on each of the Ministry of Social Development and Jordanian Armed Forces by one grievance each. One grievance was officially resolved against the Ministry of Awqaf & Islamic Affairs.

There were also (7) grievances where the Administration was wrong in its actions taken by it, of which (4) were filed for non completion of complaint proceedings. Guidance was provided for one grievance. One grievance towards the Ministry of Social Development is still under official follow-up.

Table (10) indicates grievances in regards to assistance requests as per party complained against and proceedings taken in 2010

Party Complained Against	Under formal follow-up	Amicably resolved	Complaint was rejected in form	Guidance was provided	Resolved Officially	No errors found in the administrative decision taken	Complaint was filed for non completion of complaint proceedings	Grand Total
Ministry of Social Development	1	1	2	1		4	1	10
Prime Ministry			4				3	7
Jordanian Armed Forces		1	1			1		3
Ministry of Higher Education						2		2
Ministry of Interior			2					2
Civil Service Bureau			2					2
Greater Amman Municipality			2					2
Against Individuals			2					2
Ministry of Foreign Affairs					1			1
Ministry of Awqaf & Islamic Affairs			1					1
Department of Chief Justice			1					1
Audit Bureau			1					1
Mutah University			1					1
University of Jordan			1					1
Balqa Applied University			1					1
International or Foreign Bodies			1					1
Total	1	2	22	1	1	7	4	38

d) Grievances Related to Financial Exemption or Compensations

First it must be noted that requests for financial exemption or compensations are not accepted by Ombudsman Bureau unless they are associated with one of the cases provided for in the Bureau's Law.

Data in Table No. (11) indicates that grievances related to requests for financial exemptions or compensations were (96) grievances with a percentage of (6.11%) of the total amount of grievances. Fifty-seven grievances were rejected whereas guidance was given on (6) grievances, while (3) grievances were resolved. They were spread over on Greater Amman Municipality and Ministry of Water & Irrigation with one grievance each and one grievance towards Ministry of Finance which was amicably resolved; whereas for the rest of grievances it was discovered that the Administration complained against had no errors with (22) grievances. Eight grievances are still under official follow-up.

Table (11) indicates grievances in regards to requesting financial exemption or compensation according to party complained against and proceedings taken in 2010

Party Complained Against	Under formal follow-up	Amicably resolved	Complaint was rejected in form	Guidance was provided	Resolved Officially	No errors found in the administrative decision taken	Grand Total
Aqaba Region Authority	2		3			12	17
Ministry of Finance	3	1	4	1		2	11
Greater Amman Municipality	1		3	1	1	1	7
Ministry of Water & Irrigation			4		1	1	6
Ministry of Labor			4			1	5
Jordanian Judicial Board			5				5
Ministry of Agriculture			3			1	4
Ministry of Public Works			2	2			4
Ministry of Municipal Affairs	1		3				4
International or Foreign Bodies			4				4
Ministry of Interior			3				3
Ministry of Social Development						3	3
Ministry of Health			2				2
Jordanian Armed Forces			2				2
Directorate of General Security			2				2
Greater Tafilah Municipality			2				2
Yarmouk University			1			1	2
Private Sector Institutions			2				2
Ministry of Justice			1				1
Ministry of Foreign Affairs			1				1
Ministry of Awqaf & Islamic Affairs	1						1
Prime Ministry			1				1
Greater Salt Municipality				1			1
Electricity Sector Regulatory Commission			1				1
Central Bank of Jordan			1				1
Against Individuals			1				1
Balqa Applied University			1				1
Ministry of Power			1				1
Higher Council of Youth				1			1
Total	8	1	57	6	2	22	96

e) Grievances Related to Request of Job Adjustment

Grievances related to requesting job adjustment, which were (81) grievances formed a percentage of (5.15%) and were mostly received towards the Ministry of Education by (16) grievances, then Civil Service Bureau by (14) grievances, Greater Amman Municipality by (8) grievances, Ministry of Finance by (5) grievances and against Ministry of Justice and Ministry of Water & Irrigation (4) grievances each. Data in Table No. (12) showed that (19) grievances were rejected. Guidance was provided to (6) grievances, whereas (3) grievances were resolved and were distributed over each of Civil Service Bureau and Ministry of Awqaf & Islamic Affairs, and one grievance against Greater Amman Municipality, which was amicably resolved.

As for the rest of grievances, it turned out that Administration complained against was not wrong in (38) grievances while two grievances were filed due to non-completion of proceedings, and (9) grievances are still under official follow-up.

Table (12) indicates the distribution of received grievances in regards to requesting job adjustment as per the party complained against and procedures taken in 2010

Party Complained Against	Under formal follow-up	Amicably resolved	Complaint was rejected in form	Guidance was provided	Resolved Officially	No errors were found in administrative decision taken after investigation	Complaint was filed for non-completion of complaint proceedings	Recommendation was made to the party complained against due to an error in the administrative procedure	Grand Total
Ministry of Education	2		2	2		10			16
Civil Service Bureau			2	1	1	10			14
Greater Amman Municipality	1	1	1	1		4			8
Ministry of Finance			1			4			5
Ministry of Justice				1		3			4
Ministry of Transport	2					1		1	4
Ministry of Water & Irrigation	1		3						4
Ministry of Agriculture			2			1			3
Balqa Applied University	1					2			3
Ministry of Health			1					1	2
Ministry of Public Works	1							1	2
Ministry of Social Development				1		1			2
Mutah University			1			1			2
Private Sector Institutions			2						2
Ministry of Planning			1						1
Ministry of Foreign Affairs							1		1
Ministry of Awqaf & Islamic Affairs			1						1
Al -Hussein University					1				1
University of Jordan							1		1
Hashemite University			1						1
Yarmouk University			1						1
The Audio-visual Media Commission								1	1
Ministry of Tourism & Antiquities	1								1
Ministry of Energy						1			1
Total Grievances	9	1	19	6	2	38	2	4	81

f) Grievances Related to Individuals & Private Parties

Grievances submitted against individuals and private parties were (30) grievances at the rate of (1.91%) distributed in terms of the party complained against individuals in their personal capacity at the rate of (26) grievances, and against the private sector institutions at the rate of (2) grievances and one grievance against each of the Ministry of Education. It turned out that the intended party was the private education. There was one grievance submitted against individuals from Ministry of Water & Irrigation, but in their personal capacity.

Table (13) indicates the distribution of received grievances in regards to grievances on individuals or private parties as per the party complained against and procedures taken in 2010

Party Complained Against	Complaint was rejected in form	Guidance was given	Officially resolved	Complaint was filed due to incomplete complaint proceedings	Grand Total
Against Individuals	23	2		1	26
Private Sector Institutions	2				2
(Ministry of Education (Private Schools			1		1
Ministry of Water & Irrigation	1				1
Total grievances against individuals	26	2	1	1	30

g) Grievances related to competition ranking

Grievances received concerning the objection on the competition order in the Civil Service Bureau were (4) grievances only. It was revealed that the proceedings taken by the Administration had no errors, as shown in Table No. (14).

The particulars in table No. (13) indicated the rejection of (26) grievances and to provide guidance in two grievances, while efforts were exerted for solving one grievance through official methods and one grievance was filed due to non-completion of the complaint's proceedings.

Table No. (14) indicates the distribution of received grievances concerning inquiry on the competition order as per the party complained against and measures taken in 2010 AD.

Party Complained Against	Administrative procedure taken had no errors	Grand Total
Civil Service Bureau	4	4
Total Grievances	4	4

h) Grievances related to Administrative Decisions

Grievances on administrative decisions formed a percentage of (59.10%) of total grievances received in 2010, which were mostly against the Ministry of Interior by (105) grievances, then the Ministry of Education by (100) grievances, then the Ministry of Finance by (67) grievances, followed by the Ministry of Health and Ministry of Social Development by (57) grievances each. Then Aqaba Region Authority with (56) grievances, Directorate of Public Security with (50) grievances, Ministry of Labor with (44) grievances, Jordanian Armed Forces with (39) grievances, Greater Amman Municipality with (33) grievances, Civil Service Bureau with (30) grievances and the least was the Ministry of Transport with (26) grievances.

Table No. (15) indicates that grievances on administrative decisions were (929) grievances, whereas rejected grievances were (381) grievances at a percentage of (41.01%), among which (89) grievances were given guidance even though they were not accepted.

Rejected grievances on administrative proceedings were distributed over Ministry of Education and Ministry of Finance with (40) grievances each, then Ministry of Interior with (34) grievances, Ministry of Labor with (25) grievances followed by the Ministry of Health with (22) grievances, etc.

Whereas (78) grievances were resolved in favor of the complainants at a percentage of (8.40%) of the total grievances towards the administrative decision.

While (18) grievances were filed for non-completion of proceedings and (26) recommendations were made due to an error in the administrative action, which were distributed over the Ministry of Education, with (5) recommendations and at the rate of two recommendations for each of the Ministry of Health, Ministry of Interior, Greater Amman Municipality, Ministry of Agriculture, Civil Service Bureau, and one recommendation addressed to each of the Ministry of Social Development, Directorate of Public Security, Ministry of Labor, Jordanian Armed Forces, Ministry of Public Works, Ministry of Municipal Affairs, Ministry of Industry & Commerce, Greater Irbid Municipality, Ministry of Foreign Affairs, Ministry of Communications & Information Technology and German Jordanian University.

Table (15) indicates the distribution of received grievances concerning the grievances from an administrative decision according to the party complained against and the measures taken in 2010 AD

Party Complained Against	Under formal follow-up	Amicably resolved	Complaint was rejected in form	Guidance was provided	Resolved officially	No errors found in the administrative decision taken	Complaint was filed for non-completion of complaint proceedings	Recommendation was made to the party complained against due to an error in the administrative action	Grand Total
Ministry of Interior	26	8	10	24	5	27	3	2	105
Ministry of Education	15	2	27	13	4	32	2	5	100
Ministry of Finance	6		36	4		19	2		67
Ministry of Health	12	1	20	2	5	15		2	57
Ministry of Social Development	7	2	8	5	5	29		1	57
Aqaba Region Authority	11		12	1	6	25	1		56
Directorate of General Security	12		11	7	5	14		1	50
Ministry of Labor	4		20	5	1	11	2	1	44
Jordanian Armed Forces	3	1	22	1	2	9		1	39
Greater Amman Municipality	9	2	10	4	3	2	1	2	33
Civil Service Bureau			2	2	1	23		2	30
Ministry of Transport	4		12	1	1	7	1		26
Ministry of Water & Irrigation	5		11	1	3	3	1		24
Private Sector Institutions			20	1		1			22
Prime Ministry	3		4	4		7	1		19
Ministry of Agriculture	2		4		2	5	1	2	16
Ministry of Public Works	1	1	5		3	4		1	15
Jordanian Judicial Board			13				1		14
Ministry of Municipal Affairs	1	3	1	3	2	1		1	12
General Intelligence Department	4	1	1			5	1		12
University of Science & Technology	2		3			6			11
University of Jordan	2		4		1	2			9
Ministry of Tourism & Antiquities			4	1	2	2			9
Ministry of Industry & Trade	2		4		1	1		1	9
Ministry of Higher Education	2		5						7
Balqa Applied University	3		1		1	2			7
Ministry of Justice	1			1	1	3			6
Greater Irbid Municipality				2	1	2		1	6
Ministry of Foreign Affairs			1	1		2		1	5
Ministry of Awqaf & Islamic Affairs						5			5
Greater Zarqa Municipality	1	2	1	1					5
& Ministry of Communications Information Technology	1		2			1		1	5

Table (15) indicates the distribution of received grievances concerning the grievances from an administrative decision according to the party complained against and the measures taken in 2010 AD

Ministry of Planning			2			2			4
Audit Bureau	1		1			2			4
Mutah University	1		1			2			4
Tafilah University	1		2			1			4
Yarmouk University	1		1	1					3
Electricity Sector Regulatory Commission			2	1					3
Al-Albeit University				1		1	1		3
Ministry of Culture			2						2
Department of the Chief Justice			2						2
Hashemite University			1			1			2
Ombudsman Bureau						2			2
Ministry of Environment				1		1			2
Ministry of Public Sector Development						1			1
Greater Salt Municipality			1						1
Greater Mafrq Municipality	1								1
Greater Tafilah Municipality	1								1
Greater Jerash Municipality	1								1
Petra Region Authority			1						1
Al-Hussein University	1								1
German Jordanian University								1	1
Central Bank of Jordan			1						1
House of Representatives						1			1
Ministry of Energy				1					1
Higher Youth Board			1						1
Total Grievances	147	23	292	89	55	279	18	26	929

4.2.3 In Terms of the Nature of Complainants

- a) Gender
- b) Nationality
- c) Governorates & Population Percentage

A) Distribution of Grievances as per the gender of the aggrieved

Number of grievances received by the Ombudsman Bureau in 2010 were distributed in terms of gender of the aggrieved by (1175) grievances from males at a percentage of (74.74%) versus (397) grievances received from females at a percentage of (25.25%).

Most grievances received from males were distributed over each of Ministry of Education with (102) grievances, Ministry of Interior with (99) grievances, Ministry of Finance with (88) grievances, Civil Service Bureau with (70) grievances, Ministry of Health with (58) grievances, Greater Amman Municipality with (57) grievances, then Aqaba Region Authority and Directorate of Public Security (53) grievances each, followed by the Ministry of Labor with (47) grievances, Ministry of Social Development with (44) grievances, Ministry of Water & Irrigation with (43) grievances, Jordanian Armed Forces with (40) grievances, Jordanian Judicial Board with (37) grievances, Private Sector Institutions with (31) grievances, Ministry of Transport with (30) grievances and the rest of parties complained against with (323) grievances.

While most grievances received from females were distributed over Civil Service Bureau with (97) grievances, Ministry of Education with (42) grievances, Ministry of Social Development with (34) grievances, Ministry of Interior with (26) grievances, Aqaba Region Authority with

(22) grievances, Ministry of Health with (16) grievances, Ministry of Finance with (15) grievances, Directorate of General Security with (14) grievances, Jordanian Armed Forces with (12) grievances, Greater Amman Municipality with (10) grievances and each of Ministry of Water & Irrigation and private sector institutions with (7) grievances per each, then Ministry of Transport with (6) grievances, Jordanian Judicial Board with (5) grievances, Ministry of Labor with (4) grievances and the rest of parties complained against with (80) grievances.

Table No. (16) indicates the distribution of submitted grievances as per gender of the complainant, party complained against and the percentage of males and females, which generally shows the high ratio of males in grievances on most parties complained against. Whereas the ratio of males and females is equal in the number of grievances made against each of the Ministry of Culture, Chief Judge Department, Higher Youth Board, Ombudsman Bureau, Ministry of Energy and Greater Jerash Municipality, noting that the ratio of women in the public sector is 34.1%.

Table (16) indicates the distribution of grievances as per the party complained against and gender of the complainant in 2010

Party Complained Against	Males	Females	Total Grievances	Ratio of each party to grand total	Ratio of male grievances to total grievances of each party	Ratio of female grievances of total grievances of each party
Civil Service Bureau	70	97	167	10,62	41,92	58,08
Ministry of Education	102	42	144	9,16	70,83	29,17
Ministry of Interior	99	26	125	7,95	79,20	20,80
Ministry of Finance	88	15	103	6,55	85,44	14,56
Ministry of Social Development	44	34	78	4,96	56,41	43,59
Aqaba Region Authority	53	22	75	4,77	70,67	29,33
Ministry of Health	58	16	74	4,71	78,38	21,62
Directorate of General Security	53	14	67	4,26	79,10	20,90
Greater Amman Municipality	57	10	67	4,26	85,07	14,93
Jordanian Armed Forces	40	12	52	3,31	76,92	23,08
Ministry of Labor	47	4	51	3,24	92,12	7,84
Ministry of Water & Irrigation	43	7	50	3,18	86,00	14,00
Jordanian Judicial Board	37	5	42	2,67	88,10	11,90
Private Sector Institutions	31	7	38	2,42	81,58	18,42
Ministry of Transport	30	6	36	2,29	83,33	16,67
Rest of Parties Complained Against	323	80	403	25,64	80,15	19,85
Total	1175	397	1572	100	74.75	25.25

Whereas in terms of the nature of grievances submitted by each gender, the male and female grievances were distributed as follows: grievances against administrative decisions were (736) grievances from males versus (193) grievances from females. Grievances related to appointment or re-appointment requests were (95) grievances from males versus (113) grievances from females. Grievances related to the requesting of services or to improve services were (78) grievances from males versus (13) grievances from females.

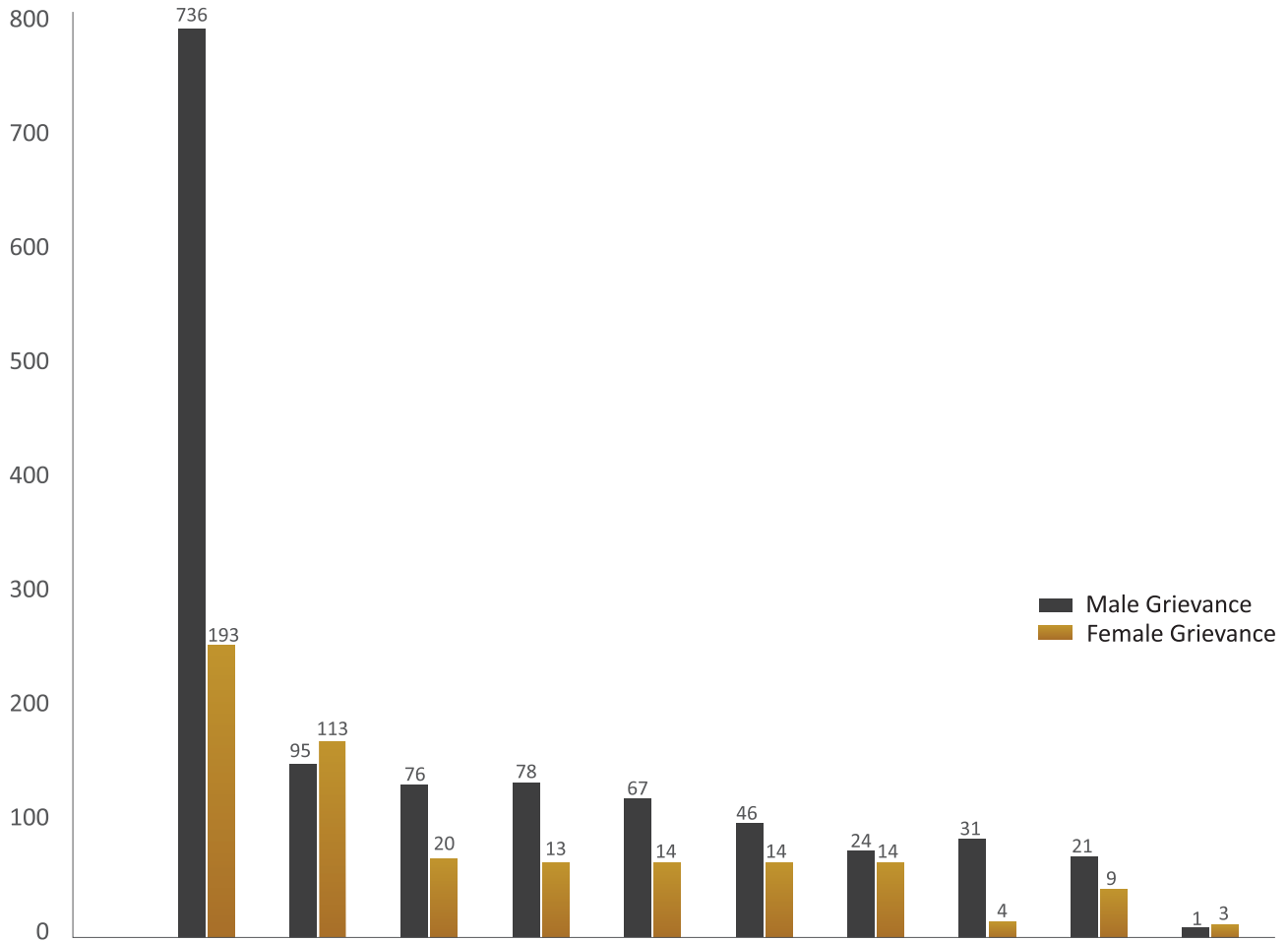
As for grievances related to the requesting of financial exemption or compensation, there were (76) grievances from males versus (20) grievances from females. Grievances related to requesting job adjustment were

(67) grievances from males versus (14) grievances from females. Grievances related to mistreatment of a public administration employee or abuse of power exceeded (46) grievances for males compared to (14) grievances for women. Grievances related to requesting help were (24) grievances from males versus (14) grievances from females. Grievances on a judicial judgment were (31) grievances from males versus (4) grievances from females, whereas grievances on individuals or private parties were (21) grievances from males versus (9) grievances from females. As for grievances on the competition order or objection on the competition order, there was one grievance from a male versus (3) grievances from females.

Table (17) indicates the distribution of received grievances as per the type of grievance, gender of the aggrieved and percentage during 2010

Type of submitted grievance	Number of grievances			Percentage of male grievances as per type of grievance	Percentage of female grievances as per type of grievance	Percentage of grievances of the grand total of grievances
	Males	Females	Total			
Grievance from an administrative decisions	736	193	929	79.22	20.78	59.10
Appointment or re-appointment request	95	113	208	45.67	54.33	13.23
Request of financial exemption or compensation	76	20	96	79.17	20.83	6.11
Request of services or improvement of offered services	78	13	91	85.71	14.29	5.79
Requesting job adjustment	67	14	81	82.72	17.28	5.15
Grievance on maltreatment of a public servant or abuse of authority	46	14	60	76.67	23.33	3.82
Request of assistance	24	14	38	63.16	36.84	2.42
Grievance on a judicial judgment	31	4	35	88.57	11.43	2.23
Grievance against individuals or private parties	21	9	30	70.00	30.00	91.1
Objection or inquiry on the competition order	1	3	4	25.00	75.00	0.25
Grand Total	1175	397	1572	74.75	25.25	100

Diagram No. (5) indicates the distribution of grievances as per type of grievance, gender of the aggrieved and percentage during 2010



Objection and inquiry on competition order	Grievance from Individuals Parties	Grievance from a Judicial Judgment	Assistance Request	Grievance against mal-treatment from a civil servant or abuse of power	Job Adjustment Request	Request of services or improvement of provided services	Request of Financial Exemption or compensation	Appointment or re-appointment	Grievance from an administrative decision
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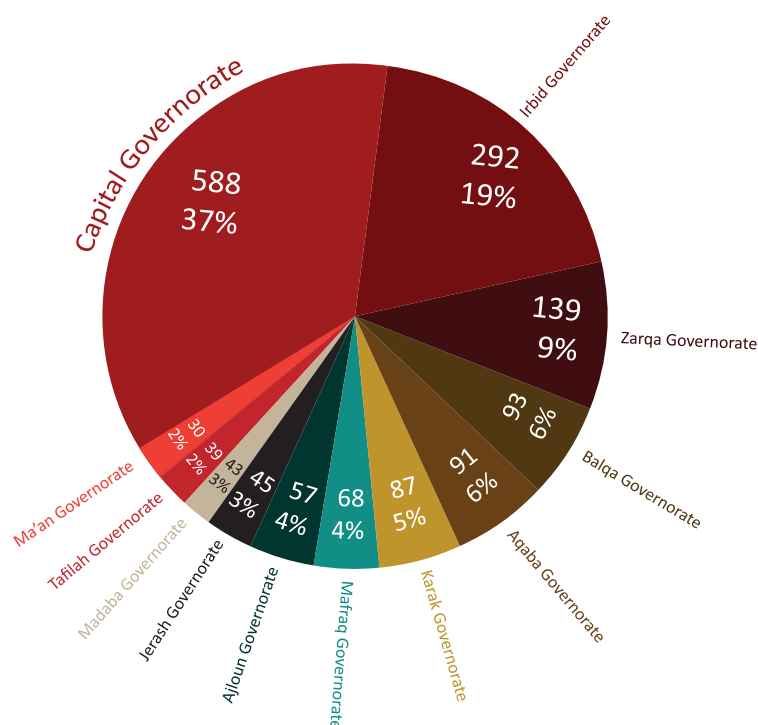
As for the distribution of grievances as per the gender of the aggrieved and the place where the grievance came from, grievances from males were the most for all governorates, as was the case in 2009.

The greatest difference was noted in the number of grievances in the Governorate of Tafilah with a difference percentage in favor of males which was (81.82%). The difference of percentage in the Capital Governorate was (73%), followed by Irbid Governorate with a difference percentage of (70.80%).

Table (18) indicates the number of received grievances as per the governorate, gender and the percentage of grievances during 2010

Statement Governorate	Number of grievances					
	Number			%		
	Males	Females	Total	Percentage of males out of the total number	Percentage of females out of the total number	Percentage of governorate out of grand total
Capital	463	125	588	29.45	7.95	37.40
Irbid	226	66	292	14.38	4.20	18.58
Zarqa	102	37	139	6.49	2.35	8.84
Balqa	68	25	93	4.33	1.59	5.92
Aqaba	60	31	91	3.82	1.97	5.79
Karak	53	34	87	3.37	2.16	5.53
Mafraq	50	18	68	3.18	1.15	4.33
Ajloun	37	20	57	2.35	1.27	3.63
Jerash	28	17	45	1.78	1.08	2.86
Madaba	33	10	43	2.10	0.64	2.74
Tafilah	33	6	39	2.10	0.38	2.48
Ma'an	22	8	30	1.40	0.51	1.91
Grand Total	1175	397	1572	74.75	25.25	100

Diagram No. (6) indicates the distribution of received grievances in 2010



Grievances were distributed according to the action taken during 2010 as per Table (19), where complaint was rejected in form in 518 complaints. There are 504 complaints where after verifying them it turned out that the administrative procedure action had no error, etc.

Table (19) indicates the distribution of grievances as per the action taken for 2010

Measures Taken	Total Number of Actions
Complaint was rejected in form	518
After verifying, it turned out that the administrative action taken had no errors	504
Under official follow-up	221
Guidance was provided	134
Officially Resolved	82
Recommendation was submitted to the party complained against in view of existence of an error in the administrative action	41
Complaint was filed for non completion of complaint proceedings	40
Amicably resolved	32
Grand Total	1572

B) Distribution of Grievances as per nationality of the aggrieved

Grievances received from non-Jordanians were (44) grievances with a percentage of (2.8%) of the total number of grievances, most of which were distributed on the Palestinian nationality at the rate of (28) grievances and a percentage of (1.8%), followed by grievances received from Egyptian and Iraqi nationalities with (4) grievances each, then the Syrian nationality with (3) grievances, followed by two grievances from Gulf nationalities, then one grievance from a European nationality and two grievances from other nationalities.

Grievances received from non-Jordanian nationalities were distributed, in terms of type of the grievance as follows: Grievance from an administrative decision at the rate of (38) grievances, two grievances for requesting a financial exemption or a compensation, two grievances on maltreatment of a public servant or abuse of authority, one

grievance on a judicial ruling, as well as one grievance towards individuals or private parties.

Procedures taken with regard to grievances received from non-Jordanian nationalities were distributed as follows:

Four grievances were rejected in form and it was discovered that the procedure taken was not wrong in (16) grievances and guidance was provided for in (9) grievances. Efforts were exerted to resolve (5) grievances, among which one grievance was amicably resolved, two grievances were filed for non-completion of complaint proceedings and (6) complaints are still under official follow-up.

Table (20) indicates the distribution of grievances as per the month and nationality of the aggrieved during 2010

Month	Nationality of the aggrieved								Total Number
	Jordanian	Palestinian	Egyptian	Syrian	Iraqi	Gulf	European	Others	
January	187	2					1		190
February	201	8	2			1			212
March	219	4	1		1				225
April	146								146
May	157	3			1			1	162
June	141	5		1	1				148
July	100	1				1			102
August	100								100
September	73	1						1	75
October	86	1		1	1				89
November	43	1							44
December	75	2	1	1					79
Grand Total	1528	28	4	3	4	2	1	2	1572

Table (21) indicates the distribution of received grievances as per gender and nationality of the aggrieved during 2010

Nationality of the Aggrieved	Gender of Complainant		Grand Total
	Male	Female	
Jordanian	1144	384	1528
Palestinian	20	8	28
Egyptian	4		4
Iraqi	2	2	4
Syrian	3		3
Gulf	1	1	2
European	1		1
Others		2	2
Total Number	1175	397	1572

Table (22) indicates the distribution of grievances as per type of grievance and nationality of the aggrieved during 2010

Month	Jordanian Nationality	Palestinian Nationality	Egyptian Nationality	Syrian Nationality	Iraqi Nationality	Gulf Nationality	European Nationality	Other Nationalities	Grand Total
Grievance from an administrative decision	891	26	3	2	2	2	1	2	929
Appointment or re-appointment request	208								208
Requesting a financial exemption or a compensation	94	2							96
Requesting services or to improve offered services	91								91
Requesting a job adjustment	81								81
Grievance on maltreatment of a public servant or abuse of authority	58		1		1				60
Requesting help	38								38
Grievance from a judicial judgment	34			1					35
Grievance on individuals or private parties	29				1				30
Objection or an inquiry on the competition order	4								4
Grand Total	1528	28	4	3	4	2	1	2	1572

Table No. (23) indicates the actions taken on the grievances as per nationality of the aggrieved for 2010

Actions Taken	Jordanian Nationality	Palestinian Nationality	Egyptian Nationality	Syrian Nationality	Iraqi Nationality	Gulf Nationality	European Nationality	Other Nationalities	Grand Total
Complaint was rejected in form	514	1		1	1	1			518
The administrative procedure taken proved it had no error	488	12	2		1			1	504
Under official follow-up	213	6			1			1	221
Guidance was submitted	125	7	1	1					134
Officially resolved	78	1		1	1	1			82
Recommendation was made to the party complained against due to an error in the administrative action	41								41
Complaint was filed for non-completion of complaint proceedings	38	1	1						40
Amicably resolved	31						1		32
Grand Total	1528	28	4	3	4	2	1	2	1572

C) Distribution of grievances as per governorates and population percentage

Grievances received from various governorates of the Kingdom against various ministries, government and private departments and institutions. These grievances were received via mail, fax or via the internet or the aggrieved appearance at the Bureau's headquarters.

Upon comparing the number of grievances, we find that the Capital Governorate ranked first cumulatively at the rate of (588) grievances with a percentage of (37.40%), followed by Irbid Governorate with (292) grievances with a percentage of (18.58), followed by Zarqa Governorate in the third place with (139) grievances with a percentage of (8.84%), followed by Balqa Governorate in the fourth place with (93) grievances with a percentage of (5.92%), while Aqaba Governorate ranked fifth place with (91) grievances with a percentage of (5.79%), whereas Tafilah and Ma'an were the least governorates in grievances, with (39) & (30) grievances, with a percentage of (2.48%) and (1.91%) respectively, as shown in Table No. (24). It is noticed that most grievances concentrated on the governorates of the Capital and Irbid, as their total amounts to about (56%) of the total number of received grievances.

Table No. (24) indicates the number of received grievances as per governorate and percentage of grievances for 2010

Statement Governorate	Number of grievances	
	Number	%
	Total number of received grievances	Rating of the governorate out of the total number %
Capital	588	37.4
Irbid	292	18.58
Zarqa	139	8.84
Balqa	93	5.92
Aqaba	91	5.79
Karak	87	5.53
Mafraq	68	4.33
Ajloun	57	3.63
Jerash	45	2.86
Madaba	43	2.74
Tafilah	39	2.48
Ma'an	30	1.91
Grand Total	1572	100

Numeric disparity between governorates at the level of the time period as per the month can be seen in Table No. (25) indicates the numerical change of received grievances from every governorate.

Table No. (25) indicates the number of grievances as per governorate and the month in 2010

Place of complainant	January	February	March	April	May	June	July	August	September	October	November	December	Percentage of governorate%	Grand Total
Capital Governorate	81	71	91	49	52	65	37	34	30	33	16	29	37,4	588
Irbid Governorate	36	53	35	24	17	25	18	28	16	20	5	15	18,6	292
Karak Governorate	17	20	19	12	10	8	14	10	7	10	3	9	8,8	139
Zarqa Governorate	12	12	13	7	11	10	7	6	5	4	3	3	5,9	93
Balqa Governorate	3	6	9	13	31	10	4	4	2	2	2	5	5,8	91
Ajloun Governorate	17	11	9	8	7	6	3	4	6	7	4	5	5,5	87
Mafraq Governorate	11	13	5	7	9	3	5	4	2	4	1	4	4,3	68
Jerash Governorate	5	8	4	9	8	7	3	3	3	3	4		3,6	57
Ma'an Governorate	3	6	6	9	6	6	3	1		2	1	2	2,9	45
Aqaba Governorate	1	5	16	3	5	1	3	3		1		5	2,8	43
Madaba Governorate	2	2	16	3	4	3	1	2	1	2	3		2,5	39
Tafilah Governorate	2	5	2	2	2	4	4	1	3	1	2	2	1,9	30
Grand Total	190	212	225	146	162	148	102	100	75	89	44	79	100	1572

The previous table showed that February and March were the highest in the number of grievances submitted to the Bureau in general. The same result applies on 9 governorates out of 12 governorates, as it is evident that the highest number of complaints from these governorates was submitted during one of these two months.

Table (26) percentage of complaints from each governorate out of the population in 2010

Governorate	% Percentage of complaints: Population
Aqaba	0.07
Tafilah	0.05
Ajloun	0.04
Karak	0.04
Madaba	0.03
Irbid	0.03
Ma'an	0.03
Capital- Amman	0.02
Jerash	0.02
Mafraq	0.02
Balqa	0.02
Zarqa	0.02
Percentage of complaints to the population of the Kingdom	0.03

Table No. (27) indicates the population of the Kingdom estimated as per governorate, number of complaints and percentage of complaints at the end of 2010

Governorate	Population	Number of Grievances	Percentage of Grievances: Population per 10000 heads
Aqaba	133200	91	7
Tafilah	85600	39	5
Ajloun	140600	57	4
Karak	238400	87	4
Madaba	152900	43	3
Irbid	1088100	292	3
Ma'an	116200	30	3
Capital	2367000	588	2
Jerash	183400	45	2
Mafraq	287300	68	2
Balqa	409500	93	2
Zarqa	910800	139	2
Total	6113000	1572	3

Analysis of Table

Due to the sharp contrast in population density among governorates of the Kingdom, the number of complaints received from governorates does not give an indication unless there is a linking of the number of complaints to the population of governorate.

It was found from the above table that the Governorate of Aqaba captured the highest percentage in terms of the number of grievances compared to the population, followed by Tafilah Governorate, then Ajloun Governorate. Whereas the lowest percentage of complaints was in Zarqa Governorate.

The particulars indicate that the rate of complaints compared to the population in Aqaba Governorate reached to 2.7 times the overall average of percentage of complaints in the Kingdom, whereas the difference between Aqaba Governorate and Zarqa Governorate reached 3.5 times more in favor of Aqaba.

4.2.4 In Terms of Proceedings and Distribution of Complaints

4.2.4.1 Accepted Complaints

The statistical studies indicated that the Ombudsman Bureau received (1572) grievances in 2010. Among which (920) grievances were accepted at the rate of (58.52%). The proceedings taken in regards to accepted grievances were distributed as follows:

(699) grievances have been finalized, at the rate of (75.98%), whereas (221) complaints of the accepted complaints are still under official follow-up by a percentage of (24.02%) as shown in Table No. (28).

The above finalized (699) grievances were distributed as follows:

Efforts were exerted to resolve (114) grievances in favor of complainants at the rate of (12.39%). It was found that the Administration was not wrong in (504) grievances at the rate of (54.78%), whereas (41) recommendations were issued to parties complained against due to an error in the proceedings complained from, while (40) grievances were filed for not completing their actions either due to withdrawing them or lack of cooperation by the complainant.

It is noticed that the delay in some complaints which are still under official follow-up was due to the following reasons:

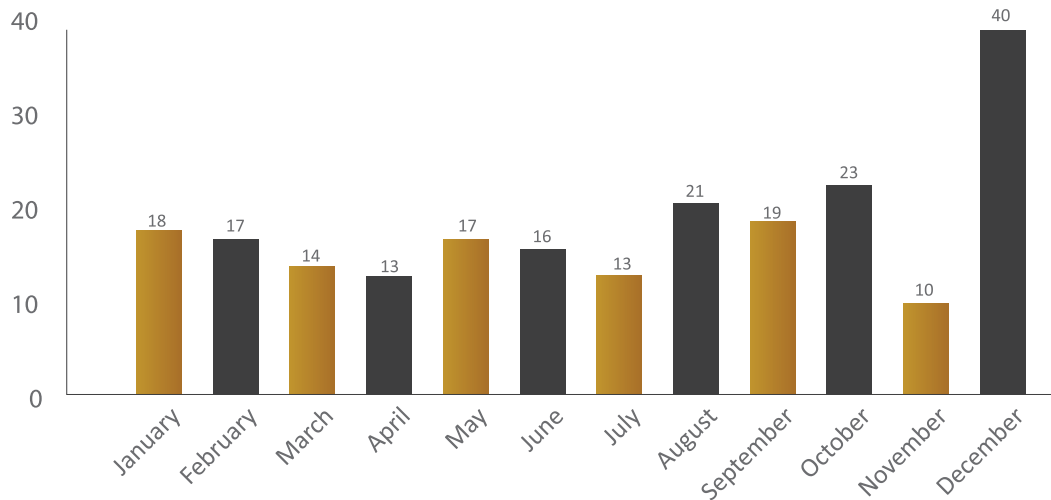
- Submitting (92) complaints at the rate of (41.61%) complaints in the last third of the year 2010
- The special nature of some grievances
- Exaggerated delay in reply from some of the parties complained against.

The following table indicates the distribution of complaints which are still under official follow-up according to the dates of submitting them in 2010.

Table No. (28) indicates the distribution of complaints which are still under official follow-up as per the dates of submitting them in 2010

Measures Taken	January	February	March	April	May	June	July	August	September	October	November	December	Total Number of grievances under official follow-up
Total number of grievances under official follow-up	18	17	14	13	17	16	13	21	19	23	10	40	221

Diagram No. (7) indicates the distribution of grievances which are still under official follow-up according to the date they were received in 2010



A) Complaints which were resolved (officially or amicably)

The number of complaints which were officially or amicably resolved amounted to (114) grievances; among which (82) were resolved officially, that is after conducting the investigation, and (32) amicably. Those complaints as a whole were distributed in terms of nature of the grievance as follows: grievance on an administrative decision (78) grievances, requesting services or to improve offered services (16) grievances, grievance on mistreatment of a public servant or abuse of authority (6) grievances, appointment or re-appointment request (4) grievances, requesting a financial exemption or a compensation, requesting job adjustment and requesting help (3) grievances each. As for grievance on individuals or private parties, one grievance was resolved related to one of the private schools reporting to the Directorate of Private Education at the Ministry of Education.

They were also distributed in terms of the party complained against as follows: Ministry of Interior (16) grievances, Ministry of Education (10) grievances, Greater Amman Municipality (9) grievances, Ministries of Water & Irrigation and Social Development (8) grievances each, Aqaba Region Authority (7) grievances, Directorate of Public Security: (6) grievances, Jordanian Armed Forces (4) grievances, Ministry of Finance: (2) grievances and each of Ministry of Labor and Ministry of Transport: one grievance. As for the rest of the parties complained against, work was done to resolve (31) grievances. The (41) recommendations issued by the Ombudsman Bureau were distributed as follows:

Twenty-six recommendations related to grievances on administrative decisions, (6) recommendations related to appointment request, (5) recommendations related to grievance on mistreatment of a public servant or abuse of power and (4) recommendations related to requesting a job adjustment.

Recommendations in terms of party were distributed as follows:

Ministry of Education (7) recommendations; Ministries of Interior and Health (4) recommendations each; Civil Service Bureau, Greater Amman Municipality and Ministry of Finance (2) recommendations each; one recommendation for each of the Ministry of Transport, Ministry of Labor, Jordanian Armed Forces, Ministry of Social Development and Directorate of Public Security; and (15) recommendations for the rest of other parties.

B) Most important collective complaints which were dealt with:

Table No. (29) below indicates the distribution of individual and collective grievances, where it is found that collective grievances received in 2010 were (36) complaints at a percentage of (2.29%). These complaints were distributed in terms of the kind of grievances into grievance on an administrative decision, which are highest among the collective complaints, with a total of (20) complaints, whereas grievances related to requesting services as well as job adjustment ranked second with (5) grievances for each one, then (3) grievances on mistreatment of a public servant and two grievances related to appointment or re-appointment request, followed by one grievance related to objection on a judicial judgment. As for the individual complaints, they amounted to (1536) complaints according to the following table.

Table No. (29) indicates the distribution of grievances of individual and collective nature as per type of grievance for 2010

Type of Submitted Grievance	Individual Complaint	Collective Complaint	Grand Total
Grievance from an administrative decision	909	20	929
Appointment or re-appointment request	206	2	208
Requesting a financial exemption or compensation	96		96
Requesting services or to improve offered services	86	5	91
Requesting job adjustment	76	5	81
Grievance on mistreatment of a public servant or abuse of authority	57	3	60
Requesting assistance	38		38
Grievance from a judicial judgment	34	1	35
Grievance on individuals or private parties	30		30
Objection or inquiry on the competition order	4		4
Total	1536	36	1572

The following Table No. (30) indicates the distribution of grievances of collective nature that the highest party against which citizens made collective grievances is Aqaba Region Authority with (5) grievances, then Ministry of Finance and Directorate of Public Security with (4) grievances each, followed by Ministry of Education, Greater Amman Municipality and the Ministry of Transport with (3) grievances each; then two grievances against towards each of the Civil Service Bureau, Jordanian Armed Forces and Private Sector Institutions etc.

Table (30) indicates the distribution of grievances of individual and collective nature as per the party complained against in 2010

Party Complained Against	Individual Complaint	Collective Complaints	Grand Total
Civil Service Bureau	165	2	167
Ministry of Education	141	3	144
Ministry of Interior	124	1	125
Ministry of Finance	99	4	103
Ministry of Social Development	78		78
Aqaba Region Authority	70	5	75
Ministry of Health	73	1	74
Public Security Directorate	63	4	67
Greater Amman Municipality	64	3	67
Jordanian Armed Forces	50	2	52
Ministry of Labor	51		51
Ministry of Water & Irrigation	50		50
Jordanian Judicial Board	41	1	42
Private Sector Institutions	36	2	38
Ministry of Transport	33	3	36
Rest of parties complained against	398	4	402
Grand Total	1536	36	1572
Percentage % to the Grand Total	97.71	2,29	100



Collective grievances were distributed in terms of the measures taken as follows:

Five Grievances were rejected in form, guidance was given for (3) grievances, and it was found after investigation that the Administration was not wrong in (7) grievances; work was done to make an official solution for (3) grievances. Whereas two grievances were filed due to non-completion of complaint proceedings, (3) recommendations were made to the party complained against due to the administration's fault, whereas there were (13) collective grievances which were still under review and follow-up as shown in table (31).

Table (31) indicates the distribution of received grievances for individual and collective order as per measure taken in 2010

Proceedings Taken	Individual Complaint	Collective Complaint	Grand Total
Complaint was rejected in form	513	5	518
No error found in the administrative action taken	497	7	504
Under official follow-up	208	13	221
Guidance was provided	131	3	134
Officially resolved	79	3	82
Recommendation was made to the party complained against due to an error in the administrative procedure	38	3	41
Complaint was filed due to non-completion of complaint procedures	38	2	40
Amicably resolved	32		32
Grand Total	1536	36	1572

Examples of collective complaints

1. Complaint No. 1092/2010 submitted by several female complainants aggrieving against the inclusion of the Environmental Science specialization in the Environmental Studies by Civil Service Bureau, and request to include this specialization in the General Science specialization.

Upon completion of investigation into the complaint, it was found that the complainants hold a Bachelor's degree in Environmental Science. Since this specialization is completely different from the General Sciences specialization due to different study materials for each of them, then not to include Environmental Sciences specialization in the General Sciences is not a violation of the law.

2. Complaint No. 1097/2010: Complainant submitted a complaint against Ministry of Water & Irrigation for not delivering water to the residents of the eastern district area/ Ramtha, after the Bureau addressed the Ministry and the problem was solved, and water was delivered to the district residents as it is a vital and essential request.

3. Complaint No. 976/2010 against the Ministry of Public Works and Housing- Directorate of Tafilah Governorate Works for building a street adjacent to the complainants piece of land located in Tafilah Governorate, which resulted in separating the lands from the main street and not to build a services street beside the mentioned lands because there is a valley, so the residents of the neighborhood were harmed. Upon inquiry made by the Bureau, the Ministry explained that the pieces of land are adjacent to the road owned by the Ministry of Public Works & Housing. A branch road was also built at the beginning of 2010 to serve the complainants land. However, in regards to the rest of the aggrieved, they are harmed

because there is a valley adjacent to the land. In case of land filling it will cause problems in water discharge. Nothing was received about building another road to serve these harmed lands.

4. Complaint No. 1393/2010: Complainants submitted a complaint against the Ministry of Education requesting to build or rent a school in the town of (Tukbal) in Irbid Governorate to solve the problem of two shifts in the village. As a result of the Bureau procedures, the Ministry was addressed and the subject of the complaint was resolved as the Ministry confirmed its plan to rent a building suitable for a school until the mentioned school is built.

5. Complaint No. 230/2020. Its subject is requesting the Housing & Urban Development Corporation to build and pave streets that serve the complainants lands and many other land owners in Mafrq Governorate. After addressing the corporation a tender was issued and the streets of all said pieces of land subject of the complaint were built and paved.

6. Complaint No. 399/2010. where the complainants submitted a grievance towards the Housing & Urban Development Corporation related to its delay in delivering residential apartments to their owners located in the Diar Area project/ Marka. The Bureau contacted and coordinated with the corporation, where it delivered the apartments to their owners on time until connecting the electricity supply.

C) Complaints on which a special report was issued to H.E. Prime Minister

These complaints include those which were verified and turned out that their subject needs a decision from the Council of Ministers according to jurisdiction, or because it is related to several ministries, or because it touches on a large segment of complainants.

Therefore, the President of Ombudsman Bureau has sent some reports to the Prime Minister. Below are examples of these complaints:

* Complaints made against the Ministry of Finance by military pensioners

These military pensioners who were appointed in the public official ministries and institutions, in which they complained against the Directorate of the Civil & Military Retirement for recovery of financial amounts from their pensions and halting increases & allowances approved to them under the instructions of high cost of living for pensioners, as well as making financial settlements on previous amounts which were disbursed to them by deducting them from their pensions since they get increases and high cost of living allowance from ministries, departments and institutions they work in; pursuant to paragraph (3) of item (14) of instructions for high cost of living for pensioners, and pursuant to paragraph (b) of item (15) of these instructions and in accordance with the bases issued by the Council of Ministers by its Resolution No. (473) dated 2/2/2010, which defined the mechanism for recovery and settlement of the disbursed without the right to retirees.

Although the procedures of the Ministry of Finance are in agreement with the provisions and instructions for the high cost of living to pensioners issued in this regard, these procedures created financial burdens on those pensioners which led to affecting their income and living levels.

The Ombudsman Bureau studied the complaints and verified them, and based on the law of Ombudsman Bureau, it sent a special report to the Prime Minister under letter No. 1533/U/10/495 recommending to instruct the Ministry of Finance/ Directorate of Retirement to issue a circular to the public official ministries and departments, which includes the following:

- a. To confirm what was stated under resolution of the Council of Ministers No. (473) dated 2/2/2010.
- b. In case of appointing any military pensioner therein, to provide the Ministry of Finance/ Directorate of Civil & Military Retirement with a copy of the appointment decision so as to take necessary measures directly in this regard.
- c. The department on whose cadre the pensioner was appointed should inform him through a notice against his signature that the approved increases and allowances for the high cost of living will be stopped of his pension salary since he will get them from the department he works for, so that the sums of money which will be deducted monthly from his salary will not be accumulated against him. Also notify pensioners to rectify their situations before reaching a stage where the solution will be difficult for them.

* Complaint made against Aqaba Special Economic Zone Authority

The complainant complains about not appointing him although conditions apply on him and he passed the interview, and that others were appointed in violation of the laws and regulations as stated in the complaint. He seeks to consider his appointment and to grant him an exception from item (7/c) of the Council of Ministers Resolution No. 5447 dated 24/5/1987 which provides for stopping appointing pensioners in the governmental departments.



After studying the complaint and verifying it in accordance with the provisions of Article 15/c of the Law of Ombudsman Bureau, the following was found:

1. The cadre of Aqaba Authority for 2009 comprised (173) vacancies.
2. In May 2009 these jobs were advertised and employment applications were received.
3. Pursuant to the Prime Minister's letter No. 210/10/60/17563 dated 30/8/2009 which contains the Council of Ministers Resolution in its meeting dated 25/8/2009 to confirm to all ministries and government departments to abide by the provisions of item (2) of the Council of Ministers Resolution No. (4564) dated 7/4/2009 providing to halt the appointment of any person outside the jobs cadre and off the law of general budget and Prime Minister's letter No. 14M/1/22542 dated 4/11/2009 which provides for stopping appointment, in vacant jobs in the Authority.
4. In accordance with the provisions of Article (15/c) of the law of Ombudsman Bureau, the party complained against, which Aqaba Authority was addressed so as to show how each of (MH.R. Ain A,K. Dhad) were appointed in the Authority and to provide us with letters of their appointment.
5. Despite the communications and continued contact with the Authority to provide us with the documents and information requested by the Bureau, it is still refraining from this without any legitimate justification, thus violating the provisions of the Article (12) of Ombudsman Law.

Based on the above, the Bureau took the initiative to petition the Prime Minister to take the measures he deems fit under his letter No. 673/T/10/848.

D) Distribution of grievances of accepted and unaccepted complaints

1. Distribution of accepted complaints

Table No. (32) indicates the number of accepted grievances and their percentage. As the accepted grievances were (920) complaints with a percentage of (58.52%) of the grand total. They were distributed as follows: Civil Service Bureau (144) grievances, Ministry of Education (97) grievances, Ministry of Interior (83) grievances, Ministry of Social Development (61) grievances, Aqaba Region Authority (59) grievances, Ministry of Finance (47) grievances, Ministry of Health (44) grievances, Greater Amman Municipality (41) grievances, Public Security Directorate (40) grievances, Ministry of Water & Irrigation (25) grievances, Jordanian Armed Forces (22) grievances, Ministry of Labor (22) grievances, Ministry of Transport (20) grievances, Jordanian Judicial Board (4) grievances, private sector institutions (1) grievance, whereas accepted grievances towards the rest of parties complained against amounted to (210) grievances.

2. Distribution of unaccepted complaints

Unaccepted complaints under of Article 12/A totaled (652) grievances with a percentage of (41.48%) of the total number of grievances; the most important of which were distributed as follows: (23) grievances towards the Civil Service Bureau, (30) grievances towards the Jordanian Armed Forces, (47) grievances towards the Ministry of Education and (56) grievances towards the Ministry of Interior as shown in Table No. (32).

Table No. (32) indicates rejected and accepted grievances and percentage of each according to the party for the year 2010

Party Complained Against	Rejected Grievances		Percentage of rejected grievances from the grand total %	Accepted grievances		Percentage of accepted grievances from the grand total %	Grand Total
	No.	Percentage of the rejected %		No.	Percentage of the accepted %		
Civil Service Bureau	23	3.53	13.77	144	15.65	86.23	167
Ministry of Education	47	7.21	32.64	97	10.54	67.36	144
Ministry of Interior	42	6.44	33.6	83	9.02	66.4	125
Ministry of Finance	56	8.59	54.37	47	5.11	45.63	103
Ministry of Social Development	17	2.61	21.79	61	6.63	78.21	78
Aqaba Region Authority	16	2.45	21.33	59	6.41	78.67	75
Ministry of Health	30	4.60	40.54	44	4.78	59.46	74
Public Security Directorate	27	4.14	40.3	40	4.35	59.7	67
Greater Amman Municipality	26	3.99	38.81	41	4.46	61.19	67
Jordanian Armed Forces	30	4.60	57.69	22	2.39	42.31	52
Ministry of Labor	29	4.45	56.86	22	2.39	43.14	51
& Ministry of Water Irrigation	25	3.83	50	25	2.72	50	50
Jordanian Judicial Board	38	5.83	90.48	4	0.43	9.52	42
Private Sector Institutions	37	5.67	97.37	1	0.11	2.63	38
Ministry of Transport	16	2.45	44.44	20	2.17	55.56	36
Rest of parties complained against	193	29.60	47.89	210	22.83	52.11	403
Grand Total	652	100	41.48	920	100	58.52	1572

4.2.4.2 Unaccepted Complaints

A total of (652) grievances were rejected for formality reasons, among which (134) grievances were given guidance. Most of the rejected grievances were distributed as follows: (381) grievances on administrative decisions, (63) grievances related to requesting a financial exemption or a compensation, (42) grievances related to appointment or re-appointment request and (25) grievances on requesting job adjustment, etc. Most of them were distributed on each of the Ministry of Finance with (56) grievances, Ministry of Education with (47) grievances, Ministry of Interior with (42) grievances, Jordanian Judicial Board with (38) grievances, Ministry of Health and Jordanian Armed Forces with (30) grievances each, etc, as shown in Table (33).

Table (33) indicates the distribution of grievances as per the type of grievance and procedure taken for the year 2010

Type of Submitted Grievance	Under official follow-up	Amicably resolved	Rejected in form		Officially resolved	Administrative procedure taken was not wrong	Complaint was filed for non-completion of complaint proceedings	Recommendation was given to the party complained against due to an error in the administrative procedure	Grand Total
			Complaint was rejected	Guidance was Submitted					
Grievance from an administrative decision	147	23	292	89	55	279	18	26	929
Appointment or re-appointment request	14		32	10	4	138	4	6	208
Requesting a financial exemption or compensation	8	1	57	6	2	22			96
Requesting services or to improve offered services	27	3	23	11	13	7	7		91
Requesting job adjustment	9	1	19	6	2	38	2	4	81
Grievance on mistreatment of a public servant or abuse of authority	13	2	18	7	4	7	4	5	60
Requesting Assistance	1	2	22	1	1	7	4		38
Grievance on a judicial judgment	2		29	2		2			35
Grievance on individuals or private parties			26	2	1		1		30
Objection and inquiry on the competition order						4			4
Grand Total	221	32	518	134	82	504	40	41	1572

It was also found that the Administration was not wrong in (504) grievances by a percentage of (32.06%) after completion of all verification and settlement proceedings, compared to a percentage of (23.60%) of 2009. This can be considered as a positive indicator for the Public Administration.

These procedures in terms of the subject of grievance were distributed as follows: Grievance of an administrative decision by (279) grievances, appointment or re-appointment request (138) grievances, requesting job adjustment (38) grievances, requesting a financial exemption or a compensation (22) grievances, requesting services, grievance on mistreatment of a public servant or abuse of authority and requesting assistance by (7) grievances each, objection or inquiry on the competition order (4) grievances and (2) grievances on a judicial judgment. They were distributed in terms of the party as follows: Civil Service Bureau (137) grievances, Ministry of Education (58) grievances, Ministry of Social Development (38) grievances, Aqaba Region Authority (37) grievances, Ministry of Interior (32) grievances, Ministry of Finance (25) grievances, Directorate of Public Security (17) grievances, Ministry of Health (16) grievances, Ministry of Labor (13) grievances, Jordanian Armed Forces (11) grievances, Greater Amman Municipality (10) grievances, Ministry of Transport (9) grievances, Ministry of Water & Irrigation (6) grievances, Jordanian Judicial Board (2) grievances, Private Sector Institutions (1) grievance and the rest of parties by (92) grievances.

a) Examples of Unaccepted Complaints in Form

1. A complaint was submitted by one of the aggrieved towards the Ministry of Social Development complaining against transferring him to the Directorate of Social Development in Northern Ghour 100 kilometers away from his place of residence, asking to be transferred back to his previous work location. The complaint was rejected by the Bureau given that appeal still legally stands for the aggrieved.

2. A complaint submitted by one of the aggrieved on the Magistrate's Court of Irbid complaining that he cannot read or write, and was sentenced to one year and a fine of a hundred Dinars for signing a check which was not cashed and he is requesting reconsideration of the case. Upon studying the case, it was not accepted due to the issuance of a final court judgment by Irbid Magistrate's Court.

b) Examples of Complaints under which Guidance was Provided to the Complainant

Complaints in which the complainant was guided despite of being rejected were (134) complaints. Examples of these complaints can be shown as follows:

1- Complaint No. 271/2010 made against the Greater Amman Municipality and its subject was that the Municipality refused to change the planning status of the complainant's piece of land from (B) residence to (C) residence and to sort it out according to the provisions of (B) residence for the following reasons:

- The piece of land is located in an area sorted out as (B) residence.
- There is a finally planned/ approved road, which almost passes through the middle of the piece of land.
- Changing the use of the piece of land in its two parts from (B) residence to (C) residence, as the owner will not benefit from sorting out each part into two units as the space does not allow same.

Therefore, the Ombudsman Bureau provided the complainant with a guidance to proceed with sorting out procedures between partners as being the best suitable solution.

2- Objection on refraining from applying income tax under the Prime Ministry Resolutions, complaint No. 54/2010.

Facts of this complaint can be summarized in that the aggrieved claims that the Income Tax Department refrained from applying the Council of Ministers resolution which provides for calculating the due tax on contractors at a fixed and flat rate. And that the Income Tax Department refrains from applying the resolution on him, which is resolution No. 5093 dated 2/6/2009.

The complaint was studied by the Bureau and it was found that it was not possible to apply the Council of Ministers resolution because the resolution did not include final ruling passed by the court.

Since the Bureau did not find a violation committed by the Income Tax Department, the complainant was guided to request exemption from the Prime Ministry.

3- The Bureau received complaint No. 986/2010 in which the aggrieved complains against the Ministry of Public Works, Balqa Governorate Works Manager and Greater Salt Municipality for attacking his land and paving part of it over and above the scheduled street. Therefore and based on the Expropriation Law, the prejudiced person has the right to resort to the Court to estimate the fair compensation for the damage resulting from the expropriation (of the main street) so as to demand compensation for the damage and to remove the harm, and make a claim of the decreased value, and the rent of equivalent as decided by the esteemed court.

Based on the above, the Ombudsman Bureau recommended not to accept the complaint due to the court jurisdiction pursuant to the provisions of Article (12) of the Ombudsman Bureau's Law No. (11) of 2008 and to guide the complainant on the necessity to resort to the judiciary to demand the removal of the trespass and /or demand a rent of equivalence.

Table (34) indicates received grievances as per proceedings taken and the party complained against for 2010

Party Complained Against	Proceedings Taken									Grand Total
	It turned out that the administration action taken was not wrong	Under official follow-up	Rejected Grievances			Officially resolved	Recommendation was submitted to the party complained against due to an error in the administrative action	Complaint was filed due to non-completion of complaint procedure	Amicably resolved	
			Complaint was rejected	Guidance was provided	Total number of rejected grievances					
Civil Service Bureau	137	2	15	8	23	3	2			167
Ministry of Education	58	20	32	15	47	8	7	2	2	144
Ministry of Interior	32	28	18	24	42	8	4	3	8	125
Ministry of Finance	25	13	50	6	56	1	2	5	1	103
Ministry of Social Development	38	13	10	7	17	5	1	1	3	78
Aqaba Region Authority	37	14	15	1	16	6		1	1	75
Ministry of Health	16	16	26	4	30	7	4		1	74
Directorate of General Security	17	14	18	9	27	5	1	2	1	67
Greater Amman Municipality	10	18	17	9	26	6	2	2	3	67
Jordanian Armed Forces	11	6	28	2	30	2	1		2	52
Ministry of Labor	13	5	24	5	29	1	1	2		51
Ministry of Water & Irrigation	6	10	23	2	25	8		1		50
Jordanian Judicial Board	2	1	36	2	38			1		42
Private Sector Institutions	1		36	1	37					38
Ministry of Transport	9	7	14	2	16	1	1	2		36
Rest of parties complained against	92	54	156	37	193	21	15	18	10	403
Grand Total	504	221	518	134	652	82	41	40	32	1572

Table No. (35) indicates the number of received grievances as per a subsidiary complained against and type of grievance submitted during 2010

Subsidiary Party	Grievance on an administrative decision	Appointment or re-appointment request	Requesting a financial exemption or a compensation	Requesting services or to improve provided services	Requesting job adjustment	Grievance on mistreatment of a public servant or abuse of authority	Requesting Assistance	Grievance from a judicial judgement	Grievance from individuals or private parties	Objection and inquiry on the competition order	Grand Total
Directorates of the Ministry of Education in the Kingdom	100	22		1	16	4			1		144
Directorate of Personnel/ Civil Service Bureau	11	115					2			4	132
Directorates & Departments/ of Ministry of Health	57	6	2	2	2	5					74
Administrative & Financial Affairs/ Aqaba Region Authority	54	1	16	1							72
Administrative & Financial Affairs/ Greater Amman Municipality	31	2	7	12	8	2	2				64
Administrative & Financial Affairs/ Private Sector	24	2	3	7	2	3		1	2		44
Kingdom Courts/ Jordanian Judicial Board	14		5					23			42
Administrative & Financial Affairs/ Ministry of Social Development	27	1	2	3	1	2	4				40
National Aid Fund/ Ministry of Social Development	31		1		1		7				40
Social Security Corporation / Ministry of Labor	34	1	4								39
Against individuals			1	2		4	2	2	26		37
Various Municipalities	12	6	4	11		3					36
Personnel/Civil Service Bureau	19	2			14						35
Civil Status, Passports and Nationality/ Ministry of Interior	32	1				2					35
Administrative & Financial Affairs/ Ministry of Finance	27		3	3							33
Rest of Subsidiary parties	456	49	48	49	37	35	21	9	1		705
Grand Total	929	208	96	91	81	60	38	35	30	4	1572



Table (36) indicates the distribution of received grievances as per the subsidiary party complained against and measures taken for 2010

Subsidiary Party	Under official Follow-up	Amicably Resolved	Rejected Grievances			Finalized by official resolution	After investigation it turned out that the administrative action taken was not wrong	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action.	Grand Total
			Complaint was rejected inform	Guidance was Provided	Total					
Directorates of the Ministry of Education in the Kingdom	20	2	32	15	47	8	58	2	7	144
Directorate of Personnel/ Civil Service Bureau	2		11	7	18	2	110			132
Directorates & Departments/ Ministry of Health	16	1	26	4	30	7	16		4	74
Administrative & Financial Affairs/ Aqaba Region Authority	14	1	12	1	13	6	37	1		72
Administrative & Financial Affairs/ Greater Amman Municipality	16	3	16	9	25	6	10	2	2	64
Administrative & Financial Affairs/ Private Sector			42	1	43		1			44
Kingdom Courts/ Jordanian Judicial Board	1		36	2	38		2	1		42
Administrative & Financial Affairs/ Ministry of Social Development	8	1	10	6	16	2	11	1	1	40
National Aid Fund/ Ministry of Social Development	5	2	2	1	3	3	27			40
Social Security Corporation / Ministry of Labor	4		21	4	25		8	1	1	39
Against individuals			32	3	35			2		37
Various Municipalities	7	4	8	6	14	3	4	2	2	36
Personnel/Civil Service Bureau			4	1	5	1	27		2	35
Civil Status, Passports and Nationality/ Ministry of Interior	8		4	9	13	2	10	1	1	35
Administrative & Financial Affairs/ Ministry of Finance	8	1	12	2	14		10			33
Rest of Subsidiary parties	112	17	250	63	313	42	173	27	21	705
Grand Total	221	32	518	134	652	82	504	40	41	1572
%	14.1	2.0	33.0	8.5	41.5	5.2	32.1	2.5	2.6	100

4.2.5 Periods of Time Spent in the Finalization of Submitted Complaints

Studies and data showed that time periods spent in the accomplishment of grievances and handling them in 2010 were distributed according to Table No. (38): where the number of grievances which were accomplished in less than one month were (786) grievances at a rate of (50%), followed by grievances accomplished in less than two months of (188) grievances at a rate of (12%), followed by those accomplished in a period exceeding three months which were (103) grievances at a rate of (6,55%), etc.

The table also indicates the distribution of the numbers of grievances as per measures taken and the time period needed until reaching the final decision stage and the complainant is informed of the results of the investigation and settlement. As it is shown from the table, the grievances which were amicably resolved were (32) grievances. Those procedures were distributed in terms of the time periods over (15) grievances within less than a month, whereas work was done to solve (6) grievances within a period of more than a month and less than two months, etc. Whereas the number of grievances which were solved officially were (82) grievances. These proceedings were distributed in terms of time for (10) grievances within a period of less than a month and more than two months, etc

The following are the rest of the time periods and the number of grievances which were resolved:

Table No. (37) indicates the distribution of the time spent as per the type of measures taken on the grievances received in 2010

Measures Taken	Still under investigation and follow up	Less than one month	Less than two months and more than one month	Less than three months and more than two months	Less than four months and more than three months	Less than five months and more than four months	Less than six months and more than five months	more than six months	Grand Total
Complaint was rejected in form		450	44	7	8	4		5	518
After verifying, it turned out that the administrative action taken was not wrong		229	96	57	39	31	13	39	504
Under official follow-up	221								221
Guidance was provided		65	20	14	6	10	3	16	134
Officially Resolved		10	10	11	19	13	5	14	82
Recommendation was submitted to the party complained against in view of existence of an error in the administrative action		1	2	7	4	8	2	17	41
Complaint was filed for non-completion of complaint proceedings		16	10	3	5	1		5	40
Amicably resolved		15	6	4	1	2	1	3	32
Grand Total	221	786	188	103	82	69	24	99	1572
%	14.06	50.00	11.96	6.55	5.22	4.39	1.53	6.30	100

4.2.6 Complaints Related to Administrative Decisions and their Distribution

Complaints related to administrative decisions form a total of (929) grievances, which is the highest percentage of grievances by (59.10%). They were distributed on various administrative decisions, among them are:

Dismissal, arbitrary transfer, request to obtain a citizenship or an I.D, request to have pensions or national aid, objection on financial fines, objection on decisions by medical committees, objection on decisions related to services in terms of non implementation or requests to improve them, grievance against academic decisions, interviews, examination results and grievance against financial decisions related to disbursements and deductions, and others; In addition to objections on



decisions related to various administrative penalties concerning employees.

Grievances on administrative decisions taken were classified into (20) types so that they include most of the grievances that come under the umbrella of the administrative decision as shown in Table No. (39).

The most notable of these complaints are related to requests to improve or implement instructions which were (158) grievances at the rate of (17.01%) of the total number of administrative decisions, followed by objections on administrative decisions related to financial matters such as rewards and compensations which were (104) grievances, then grievances on dismissal or laying-off of aggrieved people by (98) grievances; followed by grievances on security decisions (house arrest/ arrests/ deportation/ seizure of property) which were (88) grievances. Then followed by grievances on decisions related to salary deductions, or salary which were (66) grievances. Then these are followed by grievances related to other classifications of administrative decisions taken as Table No. (39) indicates.

Table No. (38) indicates the distribution of procedures taken on the received grievances on administrative decisions which amounted to (929) grievances. The rejected grievances amounted to (381) grievances or (41.01%) of the total grievances, (89) of these complainants were given guidance, although their grievances were initially rejected.

The rejected grievances on administrative decisions were distributed over the Ministry of Education and Ministry of Finance with (40) grievances each, then the Ministry of Interior with (34) grievances, the Ministry of Finance with (39) grievances, Ministry of Labor with (25) grievances, followed by the Ministry of Health with (22) grievances, etc.

Table No. (38) indicates the distribution of received grievances from an administrative decision according to the type of administrative decision and the measures taken in 2010

Type of Administrative Decision	Under official Follow-up	Amicably Resolved	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After investigation it turned out that the administrative action taken was not wrong	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action.	Grand Total
Request for improving or executing instructions or decisions	17	7	56	22	8	42	3	3	158
Objection on (financial amount/ rewards/ allowances/ payments on (daily basis/bills/ fees	17		29	5	9	37	2	5	104
Termination of service, dismissal or layoff from work	4		61	3	1	25		4	98
Security decisions/ House Arrest/ Detention/ Deportation/ Property Attachment	16	9	21	6	8	23	3	2	88
Deduction from salary or attachment of salary	9	4	16	6	6	23		2	66
Request to obtain passport, ID, Nationality or Residence	19		3	19	2	16	2		61
Request of authorization of land or residence	13		14	1	5	19	1		53
Objection decisions of central committees	14	2	16	3		15	1	1	52
Refraining from granting or renewal of occupational license, residence or transportation license	8	1	10	6	3	16	2	1	47
Requesting of pension, to improve it or sickness	5		20	2		17	1		45
Arbitrary transfer	5		22	4	3	7		2	43
Non-promotion or confirmation	6		4	2	4	13	3	4	36
Request for his inclusion in the high Royal generosities	3		4	1	1	9			18
Giving a warning, notice or a penalty	2		4	7	1	1		2	17
Non-equalizing of certificate subjects or allowing bridging	4		1		1	3			9
Transfer Request	2		1		1	5			9
Depriving of scholarships and courses or forums or extra official works	2			1	2	3			8
Request of Health Insurance	1		1	1		4			7
Grievance from decisions of Medical Committees			6			1			7
Non-granting of fuel subsidy			3						3
Grand Total	147	23	292	89	55	279	18	26	929



Table No. (39) indicates the distribution of received grievances on administrative procedures as per the aggrieved gender and percentage in 2010

Type of Wrong Administrative Decision	Gender of Complainant			Grievance Percentage from an Administrative Decision out of total of Grievances %
	Male	Female	Total	
Request for improving or executing instructions or decisions	126	32	158	10.05
Objection on (financial amount/rewards/ allowances/payments on daily basis/ bills/ fees	87	17	104	6.62
Termination of service, dismissal or layoff from work	77	21	98	6.23
Security decisions/House Arrest/ Detention/Deportation/Property Attachment	81	7	88	5.60
Deduction from salary or attachment of salary	45	21	66	4.20
Request to obtain passport, ID, nationality or residence	48	13	61	3.88
Request of Authorization of land or Residence	30	23	53	3.37
Objection decisions of central committees	37	15	52	3.31
Refraining from granting or renewal of occupational license, residence or transportation license	40	7	47	2.99
Requesting of pension, to improve it or sickness	36	9	45	2.86
Arbitrary transfer	33	10	43	2.74
Non-promotion or confirmation	33	3	36	2.29
Request for his/her inclusion in the high Royal generosities	14	4	18	1.15
Giving a warning, notice or a penalty	12	5	17	1.08
Non-equalizing a certificate subjects or allowing bridging	7	2	9	0.57
Transfer Request	8	1	9	0.57
Depriving of scholarships and courses, forums or extra official work	7	1	8	0.51
Request of Health Insurance	6	1	7	0.45
Grievance from decisions of Medical Committees	6	1	7	0.45
Non-granting of Fuel Subsidy	3		3	0.19
Total Grievances from Administrative Decision	736	193	929	59.10
Total of Remaining Grievances	439	204	643	40.90
Grand Total	1175	397	1572	100

Table No. (40) indicates the distribution of received grievances related to serving a warning, a notice or a penalty as per the party complained against and the measures taken in 2010

Party Complained Against	Under formal follow-up	Grievance was rejected in form	Guidance was provided	Resolved officially	After investigation it turned out that the administrative action taken was not wrong	Recommendation was made to the party complained against due to an error in the administrative action	Grand Total
Ministry of Education		1	5			1	7
Ministry of Health		1		1		1	3
Ministry of Social Development			1				1
Ministry of Awqaf & Islamic Affairs					1		1
Greater Amman Municipality	1		1				2
Yarmouk University		1					1
Ministry of Transport		1					1
Ministry of Water & Irrigation	1						1
Grant Total	2	4	7	1	1	2	17

Table No. (41) indicates the distribution of received grievances related to requesting health insurance as per party complained against and proceedings taken in 2010

Party Complained Against	Under formal follow-up	Grievance was rejected in form	Guidance was provided	After verification it turned out that the administrative action taken was not wrong	Grand Total
Ministry of Health				3	3
Ministry of Social Development				1	1
Jordanian Armed Forces	1				1
Ministry of Transport		1			1
Ministry of Labor			1		1
Grand Total	1	1	1	4	7

Table No. (42) indicates the distribution of received grievances related to requesting his/her inclusion in the Royal generosities as per the party complained against and proceedings taken in 2010

Party Complained Against	Under formal follow-up	Grievance was rejected in form	Guidance was provided	Resolved officially	After investigation it turned out that the administrative action taken was not wrong	Grand Total
Ministry of Education					1	1
Ministry of Public Works				1	1	2
Ministry of Finance					1	1
Ministry of Social Development	1		1		3	5
Jordanian Armed Forces		3			2	5
Directorate of Public Security	1					1
Aqaba Region Authority	1				1	2
Ministry of Water & Irrigation		1				1
Grand Total	3	4	1	1	9	18

Table No. (43) indicates the distribution of received grievances related to non-equalizing of a certificate, subjects or allow bridging as per the party complained against and proceedings taken in 2010

Party Complained Against	Under formal follow-up	Grievance was rejected in form	Resolved officially	After verification it turned out that the administrative action taken was not wrong	Grand Total
Ministry of Education				2	2
Ministry of Health	2	1	1		4
Jordanian Armed Forces	1				1
University of Science & Technology	1				1
Al-Balqa Applied University				1	1
Grand Total	4	1	1	3	9

Table No. (44) indicates the distribution of received grievances related to the non-granting or renewal of an occupational license, residence or transportation permit as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Amicably Resolved	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After investigation it turned out that the administrative action taken was not wrong	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action	Grand Total
Ministry of Education				4					4
Ministry of Health						1			1
Ministry of Interior	1		1			4			6
Jordanian Armed Forces						1			1
Public Security Directorate	1		1						2
Prime Ministry						1			1
Greater Amman Municipality	4	1	2	1	3			1	12
Greater Irbid Municipality				1		1			2
Greater Al-Mafraq Municipality	1								1
Aqaba Region Authority						1	1		2
Ministry of Transport	1		5			4	1		11
Ministry of Labor			1			1			2
Ministry of Tourism & Antiquities						1			1
Private Sector Institutions						1			1
Total	8	1	10	6	3	16	2	1	47

Table No. (45) indicates the distribution of received grievances related to non-granting of fuel subsidies as per the party complained against and proceedings taken in 2010

Party Complained Against	Grievance was rejected in form	Total
Ministry of Finance	3	3
Total	3	3

Table No. (46) indicates the distribution of received grievances related to lack of promotion or confirmation as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Com-plaint was rejected inform	Guid-ance was Provided	Finalized by official resolution	After verifica-tion it proved no error in administrative action taken	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party non-complained against due to an error in the administrative action	Total
Ministry of Education	3			2	2	1		8
Ministry of Public Works					1			1
Ministry of Justice					1			1
Ministry of Municipal Affairs							1	1
Ministry of Finance					1	1		2
Ministry of Social Development		1	2	1			1	5
Ministry of Awqaf & Islamic affairs					1			1
Civil Service Bureau					2		1	3
Greater Amman Municipality		1			1			2
Aqaba Region Authority					1			1
Mutah University					1			1
Tafilah University					1			1
Al-Hussein University	1							1
Jordanian University	1							1
Yarmouk University	1							1
Electricity Sector Regulatory Commission		1						1
Al-Albeit University						1		1
University of Science & Technology					1			1
Ministry of Water & Irrigation		1						1
Ministry of Tourism & Antiquities				1				1
Ministry of Communications & Information Technology							1	1
Total	6	4	2	4	13	3	4	36

Table No. (47) indicates the distribution of received grievances related to salary deductions or salary attachment as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Finalized by official resolution	Com-plaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Recommendation was submitted to the party complained against due to an error in the administrative action	Total
Ministry of Education		1	1					2
Ministry of Health	1						1	2
Ministry of Higher Education			1					1
Ministry of Agriculture	1		1			1		3
Ministry of Municipal Affairs		1			1			2
Ministry of Finance	3		1			5		9
Ministry of Social Development	2	2	1		4	12		21
Jordanian Armed Forces						1		1
Prime Ministry				1		1		2
Greater Amman Municipality			1	1				2
Greater Jarash Municipality	1							1
Aqaba Region Authority					1			1
Central Bank of Jordan			1					1
Ministry of Water & Irrigation				1				1
Ministry of Labor	1		4	2		3	1	11
Private Sector Institutions			4	1				5
Jordanian Judicial Board			1					1
Total	9	4	16	6	6	23	2	66

Table No. (48) indicates the distribution of received grievances related to objection on a financial amount / remuneration/ allowances/ per diems/ fees as per the party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Complaint was filed due to none completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action	Total
Ministry of Education	1	2	1		7		2	13
Ministry of Health	3	1			2			6
Ministry of Agriculture	1				1	1	1	4
General Intelligence Department	1	1		2	1			5
Ministry of Justice				1				1
Ministry of Municipal Affairs				1	1			2
Ministry of Interior	1						1	2
Ministry of Finance	1	6	1		5			13
Ministry of Social Development					3			3
Jordanian Armed Forces		1		1	1			3
Civil Service Bureau		2			5		1	8
Chief Judge Department		1						1
Public Security Directorate	2	1						3
Greater Amman Municipality	1	1				1		3
Greater Zarqa Municipality			1					1
Greater Salt Municipality		1						1
Greater Tafilah Municipality	1							1
Audit Bureau		1			1			2
Yarmouk University	1	1						2
Jordanian University		2		1				3
Electricity Sector Regulatory Commission			1					1
University of Science & Technology					1			1
Ministry of Transport	1							1
Ministry of Water & Irrigation	2			1	2			5
Ministry of Labor		1		1	3			5
Ministry of Tourism & Antiquities					1			1
Ministry of Communications & Information Technology		1			1			2
Private Sector Institutions		4						4
Ministry of Industry & Trade					1			1
Al-Balqa Applied University	1			1				2
House of Parliament					1			1
Ministry of Environment			1					1
Jordanian Judicial Board		2						2
Total	17	29	5	9	37	2	5	104

Table No. (49) indicates the distribution of received grievances related to requests to improve or implement instructions or decisions as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Amicably Resolved	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Complaint was filed due to none completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action	Grand Total
Ministry of Finance	1		10	3		1			15
Civil Service Bureau				2	1	11			14
Ministry of Health	1	1	3	1	2	3			11
Public Security Directorate	2		2	3	1	3			11
Ministry of Education	1	1	3		1	2			8
Prime Ministry	3			2		2	1		8
Ministry of Labor	1		4			2	1		8
Jordanian Judicial Board			7				1		8
Jordanian Armed Forces		1	3	1	1			1	7
Private Sector Institutions			7						7
Ministry of Interior			1	2		2		1	6
Greater Amman Municipality	2	1	1	1				1	6
Ministry of Transport	1		3			1			5
Ministry of Agriculture			2			2			4
Aqaba Region Authority	1			1		2			4
Ministry of Municipal Affairs			1	2					3
University of Science & Technology	1					2			3
Ministry of Tourism & Antiquities			1	1	1				3
Ministry of Industry & Trade	1		1		1				3
Ministry of Higher Education	1		1						2
Ministry of Public Works		1	1						2
Ministry of Justice				1		1			2
Greater Zarqa Municipality		2							2
Al- Hashemite University			1			1			2
Ombudsman Bureau						2			2
Ministry of Planning						1			1
Ministry of Social Development						1			1
Chief Judge Department			1						1
Greater Irbid Municipality						1			1
Petra Aqaba Region Authority			1						1
Tafilah University			1						1
Jordanian University						1			1
Yarmouk University				1					1
General Intelligence Department						1			1
Ministry of Water & Irrigation			1						1
Al-Balqa Applied University	1								1
Department of Energy				1					1
Total	17	7	56	22	8	42	3	3	158

Table No. (50) indicates the distribution of received grievances from an administrative decision related to security decisions/house arrest/detention/deportation/property attachment as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Amicably Resolved	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action	Grand Total
Ministry of Foreign Affairs								1	1
Ministry of Interior	7	8	3	3	3	3	2		29
Ministry of Finance			6			2			8
Jordanian Armed Forces			1			2			3
Public Security Directorate	6		4	3	4	11		1	29
Prime Ministry			1						1
Greater Amman Municipality			1						1
Greater Aqaba Municipality	1				1	1			3
General Intelligence Department	2	1				4	1		8
Ministry of & Water Irrigation			1						1
Ministry of Labor			1						1
Jordanian Judicial Board			3						3
Total	16	9	21	6	8	23	3	2	88

Table No. (51) indicates the distribution of received grievances related to objection on decisions of central committees as per party complained against and proceedings taken in 2010

Party Complained Against	Under official follow-up	Amicably Resolved	Complaint was rejected inform	Guidance was Provided	After verification it proved no error in administrative action taken	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action	Total
Ministry of Education	5		5	1	6	1	1	19
Ministry of Health	1		3					4
Civil Service Bureau					4			4
Ministry of Municipal Affairs		2		1				3
Jordanian Armed Forces	1		2					3
Ministry of Higher Education			2					2
Al-Balqa Applied University	1				1			2
Ministry of Justice					1			1
Ministry of Foreign Affairs			1					1
Ministry of Finance			1					1
Ministry of Social Development			1					1
Prime Ministry					1			1
Greater Amman Municipality	1							1
Greater Zarqa Municipality	1							1
Aqaba Region Authority	1							1
Audit Bureau	1							1
Tafilah University	1							1
Jordanian University	1							1
University of Science & Technology					1			1
Ministry of Transport				1				1
Ministry of Labor					1			1
Private Sector Institutions			1					1
Grand Total	14	2	16	3	15	1	1	52



Table No. (52) indicates the distribution of received grievances from an administrative decision related to requesting the authorization of lands or residence as per party complained against and proceedings taken in 2010

Party Complained Against	Under official follow-up	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Complaint was filed due to none completion of complaint procedure	Total
Aqaba Region Authority	7	5		4	18		34
Ministry of Water & Irrigation	2	4		1	1	1	9
Ministry of Social Development	3	2					5
Ministry of Finance		2					2
Ministry of Interior			1				1
Private Sector Institutions		1					1
Ministry of Industry & Trade	1						1
Total	13	14	1	5	19	1	53

Table No. (53) indicates the distribution of received grievances from an administrative decision related to requesting a pension salary or improving it or sickness as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Complaint was rejected inform	Guidance was Provided	After verification it proved no error in administrative action taken	Complaint was filed due to non-completion of complaint procedure	Grand Total
Ministry of Labor	2	6	2	1	1	12
Ministry of Social Development	1			9		10
Jordanian Armed Forces		6		1		7
Ministry of Finance	1	4		1		6
Ministry of Education				3		3
Ministry of Health		2				2
Ministry of Foreign Affairs				1		1
Public Security Directorate		1				1
Aqaba Region Authority				1		1
Tafilah University		1				1
Ministry of Transport	1					1
Total	5	20	2	17	1	45

Table No. (54) indicates the distribution of received grievances from an administrative decision related to grievances from decisions of medical committees as per party complained against and proceedings taken in 2010

Party Complained Against	Complaint was rejected inform	Complaint was filed due to non-completion of complaint procedure	Total
Ministry of Health	1	1	2
Jordanian Armed Forces	1		1
Ministry of Water & Irrigation	1		1
Ministry of Labor	3		3
Total	6	1	7

Table No. (55) indicates the distribution of received grievances from an administrative decision related to requesting a job transfer as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Complaint was rejected inform	Finalized by official resolution	After verification it proved no error in administrative action taken	Grand Total
Ministry of Education	1	1		1	3
Ministry of Health			1	2	3
Ministry of Public Works				1	1
Ministry of Justice	1				1
Ministry of Environment				1	1
Total	2	1	1	5	9

Table No. (56) indicates the distribution of received grievances from an administrative decision related to requesting to obtain a passport, ID, citizenship, a residence permit or entry permit as per party complained against and procedures taken in 2010

Party Complained Against	Under official Follow-up	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Complaint was filed due to none completion of complaint procedure	Total
Ministry of Foreign Affairs			1				1
Ministry of Interior	17	3	18	2	16	1	57
Ministry of Finance						1	1
General Intelligence Department	2						2
Total	19	3	19	2	16	2	61

Table No. (57) indicates the distribution of received grievances from an administrative decision related to the deprivation from scholarships, courses, seminars or extra official works as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Total
Ministry of Education			1	2	3
Ministry of Health	1				1
Ministry of Higher Education	1				1
Ministry of Agriculture			1		1
Al-Albait University		1			1
Science & Technology University				1	1
Total	2	1	2	3	8

Table No. (58) indicates the distribution of received grievances from an administrative decision related to termination of services, dismissal or layoff as per party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Recommendation was submitted to the party complained against due to an error in the administrative action	Total
Ministry of Education	1	8	1		5		15
Aqaba Region Authority		7					7
Ministry of Finance		3			3		6
Jordanian Armed Forces		5					5
Prime Ministry		2	1		2		5
Ministry of Health	1	2			1		4
Ministry of Interior		2			2		4
Ministry of Industry & Trade		3				1	4
Ministry of Agriculture				1	1	1	3
Ministry of Social Development		3					3
Ministry of Awqaf & Islamic Affairs and Holy Places					3		3
Public Security Directorate		2	1				3
University of Jordan		2			1		3
Ministry of Transport		1			2		3
Ministry of Tourism & Antiquities		3					3
Ministry of Planning		2					2
Ministry of Culture		2					2
Greater Amman Municipality		2					2
Science & Technology University		2					2
Ministry of Telecommunications & Information Technology	1	1					2
Private Sector corporation		2					2
Ministry of Higher Education		1					1
Ministry of Affairs	1						1
Ministry of Public Sector Development					1		1
Civil Service Bureau					1		1
Greater Irbid Municipality						1	1
Greater Zarqa Municipality		1					1
Audit Bureau					1		1
Mu'tah University					1		1
General Intelligence Department		1					1
Electricity Sector Regulatory Commission		1					1
German & Jordan University						1	1
Al-Albait University					1		1
Ministry of Water & Irrigation		1					1
Al-Balqa Applied University		1					1
Youth Higher Council		1					1
Total	4	61	3	1	25	4	98

Table No. (59) indicates the distribution of received grievances from an administrative decision related of arbitrary transfer as per the party complained against and proceedings taken in 2010

Party Complained Against	Under official Follow-up	Complaint was rejected inform	Guidance was Provided	Finalized by official resolution	After verification it proved no error in administrative action taken	Recommendation was submitted to the party complained against due to an error in the administrative action.	Total
Ministry of Education	3	6	1		1	1	12
Ministry of Health	2	6	1		2		11
Ministry of Agriculture		1					1
Ministry of Public Works		3				1	4
Ministry of Planning					1		1
Ministry of Finance					1		1
Ministry of Social Development			1				1
Jordanian Armed Forces					1		1
Prime Ministry		1					1
Greater Amman Municipality		1			1		2
Greater Irbid Municipality			1	1			2
Science & Technology University		1					1
Ministry of Transport		1		1			2
Ministry of Water & Irrigation		1		1			2
Private Sector Institutions		1					1
Total	5	22	4	3	7	2	43

4.3 Decisions of the Ombudsman Bureau in terms of the results which have been reached

Resolving & Handling Complaints

The central function of the Ombudsman Bureau is represented in the settlement of individual complaints against the various parties of Public Administration. This settlement is based on two main foundations namely:

- a. Reaching a solution to the complaint whether by official means, pursuant to the governing laws of the case subject the complaint, or by amicable solution through direct contact with the administration concerned with the complaint so as to reach a way out which is acceptable by both the party complained against and the complainant.
- b. Handling the various legal aspects of the complaint as a basis for judging that the administration has or has not committed an error, and to inform the complainant and the party complained against of the results of this study. Sometimes a recommendation is made to the administration concerning the complaints which show that



the administration made a certain mistake in respect thereof, so as to avoid repeating the same mistake with other individuals; or in order to rationalize the work of the governmental administration in a manner that helps in developing the work of these concerned administrations. Based on the above, the complaints submitted to the Ombudsman Bureau were classified as follows (see the table below):

- 1- Accepted Complaints: They amounted (920) complaints and were classified as follows:
 - a. Complaints which were verified and revealed that there were no administrative errors by the party complained against. They amounted (504) complaints with a percentage of (54.78%) out of the total number of accepted complaints.
 - b. Complaints which were filed for non-completion of complaint proceedings totaled (40) complaints with a percentage of (4.34%) of the total number of accepted complaints.
 - c. Complaints under follow-up: They are the complaints which are still under consideration, follow up and verification, and no final decision has been taken thereon yet. They totaled (221) complaints.
 - d. Complaints where it was proven that there was an administrative error therein. totaled (155) complaints, which are distributed as follows:
 1. Complaints which were officially or amicably resolved and amounted to (114) complaints.
 2. Complaints on which a recommendation was made to the party complained against and amounted to (41) complaints.
- 2- Rejected Complaints: Rejected complaints are (652) complaints and distributed as follows:
 - a. Rejected in form: That is they did not have the applicable conditions to be accepted by the Ombudsman Bureau. They totaled (518) complaints.
 - b. Complaints on which guidance was given amount to (134) complaints.

Table No. (60) proceedings for resolving and handling complaints as per the number and percentage

Serial	Action	No.	Percentage
Accepted		920	58.5
1-	There is no administrative error	504	54.78
2-	Under official follow-up	221	24.02
3-	Filed due to none completion of the proceedings	40	4.35
4-	Contain an administrative error	155	16.85
A-	Resolved officially or amicably	121	78.06
B-	A recommendation was submitted thereon with no response	34	21.94
Rejected		652	41.5
1-	<i>In form</i>	518	79.45
2-	The complainant was guided	134	20.55

4.4 Statistical Analysis and Comparisons between the years 2009 and 2010

Generally speaking, it is noted that the number of complaints have declined by (42%) in 2010 compared to 2009, and that the percentage of accepted complaints has increased by (59%) compared to 2009 by (46%). This can be considered an indication of the success of communication between the Ombudsman Bureau and service recipients through awareness programs on the nature, mechanism and competence of the Ombudsman Bureau's work in various meetings and media.

The monthly rate of complaints in 2009 was about (247) complaints, and in 2010 it was about (131) complaints, indicating a decline rate of (47%).

A number of statistical indications and data can be compared as follows:

a) Inputs

4.4.1 According to the Complainant's Venue

The number of Capital's Governorate grievances is still the largest among the Kingdom's governorates for several reasons; some are related to population density, concentration of Public Administration institutions and its bodies therein and the ease of getting to the Bureau headquarters. This shows that the number of grievances received by hand from the Capital Governorate during the last two years amounted to (836) grievances or a percentage of (60.40%) out of (1384) grievances. Whereas the percentage of the number of grievances received from the rest of governorates showed a slight disparity between the two years, except a remarkable decline in the governorates of Irbid and Karak, and remarkable increase in Aqaba Governorate.

Table (61) indicates the distribution of received grievances as per the venue of submitting the grievance during 2009 and 2010

Venue of Complainant	2009		2010		Variation Average %	Grand Total	Percentage %
	No. of Grievances	Percentage %	No. of Grievances	Percentage %			
Capital	816	30.04	588	37.4	-27.94	1404	32.7
Irbid	705	25.96	292	18.58	-58.58	997	23.3
Zarqa	231	8.51	139	8.84	-39.83	370	8.6
Karak	250	9.2	87	5.53	-65.20	337	7.9
Balqa	146	5.38	93	5.92	-36.30	239	5.6
Al-Marfaq	109	4.01	68	4.33	-37.61	177	4.1
Ajlon	116	4.27	57	3.63	-50.86	173	4.0
Aqaba	67	2.47	91	5.79	35.82	158	3.7
Jarash	91	3.35	45	2.86	-50.55	136	3.2
Madaba	62	2.28	43	2.74	-30.65	105	2.4
Ma'an	69	2.54	30	1.91	-56.52	99	2.3
Al-Tafila	54	1.99	39	2.48	-27.78	93	2.2
Total Grievances	2716	100	1572	100	-42.12	4288	100

It is apparent that there is a significant decrease in the number of grievances received from the Capital Governorate as there were (816) grievances in 2009 versus (588) grievances in 2010; or a decrease of (7.38%). It is also noticed that the largest decrease in the number of complaints was in Karak Governorate at a rate of (65.2%), followed by Irbid Governorate at a rate of (58.6%), then Ma'an Governorate at the rate of (56.5%). Whereas the governorate which showed the least decline in the number of complaints were the Governorates of Tafilah and the Capital at a rate of (27.8%) and (27.9%) respectively. Table No. (61) indicates the distribution of the number of grievances received from every governorate and the percentage.

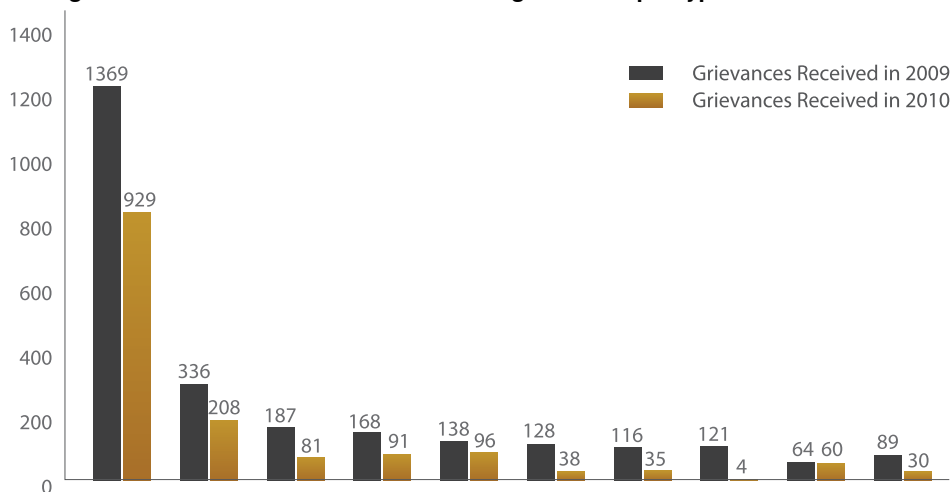
4.4.2 According to the Type of Grievance

Table No. (62) indicates that the types of grievances received in 2010 varied in their numbers from 2009, where the percentage of grievances received on an administrative decision increased in 2010 over 2009. Also the number of grievances related to job adjustment, financial exemption, mistreatment of a public servant, appointment and re-appointment were increased. Whereas the rest of grievances received in 2010 decreased versus 2009, which are related to the request of services or to improve services, requesting assistance, grievance on a judicial judgement, objection or inquiry on the competition order and grievance on individuals or private parties.

Table (62) indicates the distribution of grievances as per type of grievance and percentage in 2009 and 2010

Type Grievance	2009		2010		Grand Total
	No. of Grievances	Percentage %	No. of Grievances	Percentage %	
Grievance from an administrative decision	1369	50.41	929	59.10	2298
Request of appointment or re-appointment	336	12.37	208	13.23	544
Job adjustment request	187	6.89	81	5.15	268
Request of services or to improve provided services	168	6.19	91	5.79	259
Request of financial exemption or compensation	138	5.08	96	6.11	234
Request of Assistance	128	4.71	38	2.42	166
Grievance from a judicial judgment	116	4.27	35	2.23	151
Objection and inquiry on order of competition	121	4.46	4	0.25	125
Grievance from maltreatment of public servant or abuse of authority	64	2.36	60	3.82	124
Grievance from individual, or private parties	89	3.28	30	1.91	119
Grand Total of Received Grievance	2716	100.00	1572	100.00	4288

Diagram No. (8) indicates the distribution of grievances per type for 2009 and 2010



Grievance from individual, or private parties	Grievance from maltreatment of public servant or abuse of authority	Objection and inquiry on order of competition	Grievance from a judicial judgment	Request of Assistance	Request of financial exemption or compensation	Request of services or to improve provided services	Job adjustment request	Request of appointment or re-appointment	Grievance from an administrative decision
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4.4.3 According to the Complainant's Gender

It is apparent that the percentage of male complaints has decreased in 2010 as it amounted to (74.8%) compared to 2009 which was (78.8%) and at an average decline rate of (45.1%), versus an increase in the percentage of female complaints from (21.2%) in 2009 to (25.3%) in 2010, an average of (18.9%) despite the decrease in the quantitative number. See Table No. (63).

Table (63) indicates the distribution of grievances received in 2009 and 2010 as per aggrieved gender and percentage

Gender of Complainant	2009		2010		Grand Total
	No. Grievances	Percentage %	No. of Grievances	Percentage %	
Male	2139	78.76	1175	74.75	3314
Female	577	21.24	397	25.25	974
Grand Total	2716	100	1572	100	4288

4.4.4 According to the Method of Complainant's Submission

Table No. (64) indicates a substantial increase in percentage of the complaints received by hand in 2010 which amounted to (85.20%) over 2009, versus a decrease in the number of grievances received by mail in 2010 by a percentage of (32.26%)

Table No. (64) indicates the distribution of grievances as per the method of submitting the grievance and percentage in 2009 and 2010

Type of Complaint	Grievances in 2009		Grievances in 2010		Grand Total
	No.	Percentage %	No.	Percentage %	
Mail	1951	71.83	765	48.66	2716
By Hand	736	27.10	789	50.19	1525
Fax	23	0.85	6	0.38	29
Self Initiatives	2	0.07	12	0.76	14
Internet	4	0.15		0.00	4
Grand Total	2716	100	1572	100	4288

4.4.5 According to the Major Parties

Table No. (65) indicates the numbers of grievances for 2009 and 2010 as per the party complained against. It is found that each of Aqaba Region Authority and Ministry of Interior form the most parties complained against with their percentages being increased in 2010 over 2009 by a difference of (4.11%) and (2.28%) respectively. Among the reasons which led to the increase in the number of grievances in 2010 over 2009 were field tours made by the Ombudsman Bureau in Aqaba Governorate, in addition to the political factor which is represented in the increased rate of complaints towards the Ministry of Interior in regards to withdrawal of the national number in the light of the Royal directives to reconsider the withdrawal proceedings. Decrease can be hardly noticed in the number of grievances made towards Public Administrations, except the Armed Forces which witnessed the largest percentage of decrease in the number of grievances with a difference of (3.54%).

Table (65) indicates the distribution of grievances as per the number of grievance and the party complained against in 2009 and 2010

Party Complained Against	Grievances in 2009		Grievances in 2010		Grand Total
	No.	Percentage %	No.	Percentage %	
Yarmouk University	17	0.63	9	0.57	26
University of Science & Technology	12	0.44	12	0.76	24
Ministry of Foreign Affairs	12	0.44	9	0.57	21
Ministry of Telecommunications & Information Technology	13	0.48	5	0.32	18
Greater Zarqa Municipality	10	0.37	6	0.38	16
Ministry of Culture	12	0.44	2	0.13	14
Jordan Judicial Council	8	0.29	6	0.38	14
Al-Albait University	9	0.33	3	0.19	12
Audit Bureau	4	0.15	7	0.45	11
Greater Karak Municipality	9	0.33	1	0.06	10
Ministry of Energy	6	0.22	4	0.25	10
Al-Hussein University	7	0.26	2	0.13	9
Telecommunications Regulatory Commission	9	0.33		0.00	9
Ministry of Planning	3	0.11	5	0.32	8
Greater Tafilah Municipality	2	0.07	6	0.38	8
Tafilah University	4	0.15	4	0.25	8
International or External Bodies	2	0.07	6	0.38	8
Salt Greater Municipality	5	0.18	2	0.13	7
Central Bank of Jordan	5	0.18	2	0.13	7
Youth Higher Council	5	0.18	2	0.13	7
Mafraq Greater Municipality	3	0.11	2	0.13	5
Hashemite University	1	0.04	4	0.25	5
Patra Region Authority	2	0.07	2	0.13	4
Ombudsman Bureau	2	0.07	2	0.13	4
Ministry of Environment	1	0.04	3	0.19	4
Greater Madaba Municipality	3	0.11		0.00	3
Greater Ajloun Municipality	3	0.11		0.00	3
Greater Ma'an Municipality	2	0.07		0.00	2
Jarash Greater Municipality		0.00	2	0.13	2
Audio & Video Media Commission	1	0.04	1	0.06	2
German & Jordan University		0.00	2	0.13	2
House of Parliament	1	0.04	1	0.06	2
Ministry of Public Sector Development		0.00	1	0.06	1
Hashemite Charity Committee	1	0.04		0.00	1
Olympic Committee	1	0.04		0.00	1
Nuclear Energy Commission	1	0.04		0.00	1
Grand Total	2716	100.00	1572	100.00	4288

4.4.6 According to the Subsidiary Parties

The number of grievances on subsidiary parties varied between 2010 and 2009. The largest decrease percentage was on the Personnel Directorate and Finance Department of the Jordanian Armed Forces, whereas the largest increase percentage was in the Administrative & Financial Affairs Directorate in Aqaba Region Authority, Follow-up & Inspection Department in the Ministry of Interior and on the security centers of the Public Security Directorate.

Table (66) indicates the distribution of grievances and subsidiary parties complained against in 2009 and 2010

Subsidiary Party	2009		2010		Grand Total	% Variation
	No.	Percentage %	No.	Percentage %		
Administrative & Financial Affairs/Aqaba Region Authority	13	0.48	72	4.58	85	4.10
Follow-up & Inspection Department/Ministry of Interior	7	0.26	31	1.97	38	1.71
Against Individuals	26	0.96	37	2.35	63	1.40
Security Centers / Public Security Directorate	12	0.44	24	1.53	36	1.08
Civil Status, Passports and Nationality/ Ministry of Interior	36	1.33	35	2.23	71	0.90
Zarqa Governorate/ Ministry of Interior	5	0.18	16	1.02	21	0.83
Greater Amman Municipality / Financial & Administrative Affairs	88	3.24	64	4.07	152	0.83
Social Security Corporation / Ministry of Labor	46	1.69	39	2.48	85	0.79
Administrative & Financial Affairs /Ministry of Agriculture	21	0.77	24	1.53	45	0.75
Jordan Valley Authority / Ministry of Water & Irrigation	19	0.70	22	1.40	41	0.70
Criminal Investigations/ Public Security Directorate	3	0.11	12	0.76	15	0.65
Transport Sector Regulatory Commission/ Ministry of Transport	30	1.10	25	1.59	55	0.49
Meyahuna/ Ministry of Water & Irrigation	6	0.22	11	0.70	17	0.48
Royal Medical Services / Jordanian Armed Forces	4	0.15	9	0.57	13	0.43
Financial & Administrative Affairs/ University of Science & Technology	11	0.41	12	0.76	23	0.36
Personnel / Civil Service Bureau	51	1.88	35	2.23	86	0.35
Administrative & Financial Affairs / Ministry of Social Development	60	2.21	40	2.54	100	0.34
Administrative & Financial Affairs / Ministry of Finance	48	1.77	33	2.10	81	0.33
Directorial of Civil Defence / Ministry of Interior		0.00	5	0.32	5	0.32
Administrative & Financial Affairs / Tafilah Greater Municipality	2	0.07	6	0.38	8	0.31
Financial & Administrative Affairs/ Audit Bureau	4	0.15	7	0.45	11	0.30
Financial & Administrative Affairs/ Al-Balqa Applied University	18	0.66	15	0.95	33	0.29
Administrative & Financial Affairs/ Ministry of Foreign Affairs	1	0.04	5	0.32	6	0.28
Capital Licensing Directorate / Public Security Directorate	7	0.26	8	0.51	15	0.25
Foreign Embassies/ Foreign Bodies/ International	2	0.07	5	0.32	7	0.24
Administrative & Financial Affairs/ Jordan of University	18	0.66	14	0.89	32	0.23
Financial & Administrative Affairs/ Hashemite University	1	0.04	4	0.25	5	0.22
General Statistics Department / Ministry of Planning	2	0.07	4	0.25	6	0.18
Financial & Administrative Affairs /Ministry of Tourism & Antiquities	16	0.59	12	0.76	28	0.17
Anti-Corruption Commission / Prime Ministry	1	0.04	3	0.19	4	0.15
Administrative & Financial Affairs / Ministry of Environment	1	0.04	3	0.19	4	0.15
Civil Aviation / Ministry of Transport	12	0.44	9	0.57	21	0.13
Administrative & Financial Affairs / German & Jordan University		0.00	2	0.13	2	0.13
Administrative & Financial Affairs / Greater Jarash Municipality		0.00	2	0.13	2	0.13
Natural Resources Authority/ Ministry of Energy & Mineral Affairs	2	0.07	3	0.19	5	0.12
Administrative & Financial Affairs/Tafilah University	4	0.15	4	0.25	8	0.11
Financial & Administrative Affairs / Ministry of Public Works & Housing	18	0.66	12	0.76	30	0.10
Judicial Execution / Public Security Directorate	6	0.22	5	0.32	11	0.10
Balqa Water Directorate / Ministry of Water & Irrigation	1	0.04	2	0.13	3	0.09
Financial & Administrative Affairs/ Ministry of Justice	27	0.99	17	1.08	44	0.09
Jarash Agriculture Directorate /Ministry of Agriculture	3	0.11	3	0.19	6	0.08

Table (66) which indicates the distribution of grievances and parties complained against in 2009 and 2010

Subsidiary Party	2009		2010		Grand Total	% Variation
	No.	Percentage %	No.	Percentage %		
Ajloun Work Directorate / Ministry of Public Works & Housing	3	0.11	3	0.19	6	0.08
Jordan Press Agency		0.00	1	0.06	1	0.06
Developmental Areas Commission/ Prime Ministry		0.00	1	0.06	1	0.06
Family Protection Directorate/ Public Security Directorate		0.00	1	0.06	1	0.06
Madaba Governorate Work Directorate/ Ministry of Public Works & Housing		0.00	1	0.06	1	0.06
Chief Judge Department/ Ajloun Shari'ah Directorate		0.00	1	0.06	1	0.06
Chief Judge Department/ Theeban Shari'ah Directorate		0.00	1	0.06	1	0.06
Ma'an Governorate / Ministry of Interior		0.00	1	0.06	1	0.06
Madaba Governorate / Ministry of Interior		0.00	1	0.06	1	0.06
Ajloun Governorate		0.00	1	0.06	1	0.06
Administrative & Financial Affairs / Ministry of Public Sector Development		0.00	1	0.06	1	0.06
Executive Commission for Privatization / Prime Ministry		0.00	1	0.06	1	0.06
Geographic Center / Jordanian Armed Forces		0.00	1	0.06	1	0.06
Jarash Water Directorate / Ministry of Water & Irrigation	2	0.07	2	0.13	4	0.05
Occupation Licensing Directorate / Greater Irbid Municipality	2	0.07	2	0.13	4	0.05
Administrative & Financial Affairs /JOB	2	0.07	2	0.13	4	0.05
Outside Jordanians Affairs / Ministry of Foreign Affairs	2	0.07	2	0.13	4	0.05
Administrative & Financial Affairs Directorate / Petra Region Authority	2	0.07	2	0.13	4	0.05
Public Institution for Housing & Rural Development / Ministry of Public Works	11	0.41	7	0.45	18	0.04
Ramtha Water Directorate /Ministry of Water & Irrigation	1	0.04	1	0.06	2	0.03
Irbid Licensing Directorate/ Public Security Directorate	1	0.04	1	0.06	2	0.03
Rusaifah Shari'ah Court / Chief Judge Department	1	0.04	1	0.06	2	0.03
Customs Court/ Ministry of Finance	1	0.04	1	0.06	2	0.03
Irbid Development / Ministry of Interior	1	0.04	1	0.06	2	0.03
Irbid Development / Ministry of Interior	1	0.04	1	0.06	2	0.03
Financial & Administrative Affairs/ Ministry of Planning	1	0.04	1	0.06	2	0.03
Personnel / House of Parliament	1	0.04	1	0.06	2	0.03
Administrative & Financial Affairs / Ministry of Transport	1	0.04	1	0.06	2	0.03
Weather Forecast Department / Prime Ministry	1	0.04	1	0.06	2	0.03
Traffic Safety / Ministry of Interior	1	0.04	1	0.06	2	0.03
Ministry of Public Works & Housing / Al-Balqa Work Directorate	1	0.04	1	0.06	2	0.03
Amman Shari'ah Court / Chief Judge Department	3	0.11	2	0.13	5	0.02
Administrative & Legal Affair / Greater Zarqa Municipality	3	0.11	2	0.13	5	0.02
Administrative & Financial and Health Affair / Greater Mafraq Municipality	3	0.11	2	0.13	5	0.02
Occupation Licensing Directorate / Greater Zarqa Municipality	7	0.26	4	0.25	11	0.00
Mafraq Water Directorate Ministry of Water & Irrigation	2	0.07	1	0.06	3	-0.01
Balqa Governorate / Ministry of Interior	2	0.07	1	0.06	3	-0.01
Financial & Administrative Affairs/ Greater Salt Municipality	2	0.07	1	0.06	3	-0.01
Administrative & Financial Affairs/ Chief Judge Department	2	0.07	1	0.06	3	-0.01
Administrative & Financial Affairs/Prime Ministry	47	1.73	27	1.72	74	-0.01
Income Tax Department / Ministry of Finance	28	1.03	16	1.02	44	-0.01
Administrative & Financial Affairs / Ministry of Labor	20	0.74	11	0.70	31	-0.04

Table (66) indicates that distribution of grievances and parties complained against in 2009 and 2010

Subsidiary Party	2009		2010		Grand Total	Variation %
	No.	Percentage %	No.	Percentage %		
Jordan Industrial Estate Corporation / Ministry of Industry & Trade	1	0.04		0.00	1	-0.04
Founder Kings Hospital / University of Science & Technology	1	0.04		0.00	1	-0.04
Ministry of Water & Irrigation/ Aqaba Water Directorate	1	0.04		0.00	1	-0.04
Ministry of Public Works & Housing/ Directorate of Ma'an Directorate	1	0.04		0.00	1	-0.04
Personnel / Nuclear Energy Regulatory Commission	1	0.04		0.00	1	-0.04
Ajloun Agriculture / Ministry of Agriculture	1	0.04		0.00	1	-0.04
(Ifta) Department / Prime Ministry	1	0.04		0.00	1	-0.04
Administrative & Financial Affairs / Audio & Video Media Commission	1	0.04		0.00	1	-0.04
General Administration / The Hashemite Charity Commission	1	0.04		0.00	1	-0.04
Headquarters / Olympic Commission	1	0.04		0.00	1	-0.04
Mafraq Governorate/ Ministry of Interior	3	0.11	1	0.06	4	-0.05
Administrative & Financial services Affairs/ Greater Salt Municipality	3	0.11	1	0.06	4	-0.05
Administrative & Financial Affairs/ Yarmouk University	17	0.63	9	0.57	26	-0.05
Ports Corporation/ Aqaba Region Authority	5	0.18	2	0.13	7	-0.06
Jordan University Hospital	5	0.18	2	0.13	7	-0.06
Directorate of Irbid / Ministry of Public Works & Housing	5	0.18	2	0.13	7	-0.06
Financial & Administrative Affairs / Central Bank of Jordan	5	0.18	2	0.13	7	-0.06
Administrative & Financial Affairs/ Youth Higher Council	5	0.18	2	0.13	7	-0.06
Ajloun Water Directorate/ Ministry of Water & Irrigation	2	0.07		0.00	2	-0.07
Ministry of Labor/ Zarqa Work Directorial	2	0.07		0.00	2	-0.07
Madaba Agriculture Directorate / Ministry of Agriculture	2	0.07		0.00	2	-0.07
Zarka Licensing Directorate / Public Security Directorate	2	0.07		0.00	2	-0.07
Muwaqar Shari'ah Court / Chief Judge Department	2	0.07		0.00	2	-0.07
Financial & Administrative Affairs/ Greater Ma'an Municipality	2	0.07		0.00	2	-0.07
Administrative & Financial Affairs/ Ministry of Higher Education & Scientific Research	9	0.33	4	0.25	13	-0.08
Directorate of Jarash Directorate / Ministry of Public Works & Housing	4	0.15	1	0.06	5	-0.08
Administrative & Financial Affairs/ Ministry of Energy	4	0.15	1	0.06	5	-0.08
General Supplies Department / Ministry of Finance	4	0.15	1	0.06	5	-0.08
Financial & Administrative Affairs/ Ministry of Water & Irrigation	11	0.41	5	0.32	16	-0.09
Madaba Work Directorate / Ministry of Water & Irrigation	3	0.11		0.00	3	-0.11
Administrative & Financial Affairs / Greater Ajloun Municipality	3	0.11		0.00	3	-0.11
Administrative & Financial Affairs / Greater Madaba Municipality	3	0.11		0.00	3	-0.11
Military Culture / Jordanian Armed Forces	5	0.18	1	0.06	6	-0.12
General Customs Department / Ministry of Finance	50	1.84	27	1.72	77	-0.12
Administrative & Financial Affairs / Al-Hussein Ben Talal University	7	0.26	2	0.13	9	-0.13
Administrative & Financial Affairs/ Ministry of Culture	7	0.26	2	0.13	9	-0.13
Administrative & Financial Affairs / Al Albait University	9	0.33	3	0.19	12	-0.14
Planning Directorate/ Greater Irbid Municipality	6	0.22	1	0.06	7	-0.16
Wealth Affairs / Ministry of Agriculture	6	0.22	1	0.06	7	-0.16
Ministry of Social Development National Assistance Fund /	74	2.72	40	2.54	114	-0.18
Forestry Lands Directorate /Ministry of Agriculture	5	0.18		0.00	5	-0.18



Table (66) indicates that distribution of grievances and parties complained against in 2009 and 2010

Subsidiary Party	2009		2010		Grand Total	Variation %
	No.	Percentage %	No.	Percentage %		
Printed Matter & Publication Department / Ministry of Culture	5	0.18		0.00	5	-0.18
Directorates of Ministry of Education in the Kingdom	254	9.35	144	9.16	398	-0.19
Palestinian Affairs Department / Ministry of Foreign Affairs	9	0.33	2	0.13	11	-0.20
Irbid Water Directorate / Ministry of Water & Irrigation	16	0.59	6	0.38	22	-0.21
Broadcasting & TV corporation / Prime Ministry	11	0.41	3	0.19	14	-0.21
Vocational Training Corporation / Ministry of Labor	6	0.22		0.00	6	-0.22
Karak Water Directorate / Ministry of Water & Irrigation	6	0.22		0.00	6	-0.22
Karak Governorate/ Ministry of Interior	6	0.22		0.00	6	-0.22
Financial & Administrative Affairs/ Ministry Industry & Trade	19	0.70	7	0.45	26	-0.25
Karak Agriculture Directorate / Ministry of Agriculture	7	0.26		0.00	7	-0.26
Administrative & Financial Affairs/ Greater Karak Municipality	9	0.33	1	0.06	10	-0.27
Financial & Administrative Affairs/ Greater Irbid Municipality	16	0.59	5	0.32	21	-0.27
Administrative & Financial Affairs/ Ministry of Telecommunication & Information Technology	13	0.48	3	0.19	16	-0.29
Ministry of Water & Irrigation/ Zarqa Water Directorate	8	0.29		0.00	8	-0.29
Police Court/ Public Security Directorate	12	0.44	2	0.13	14	-0.31
Civil Consumer corporation / Ministry of Industry & Trade	12	0.44	2	0.13	14	-0.31
Administrative & Financial Affairs/ Mutah University	19	0.70	6	0.38	25	-0.32
Financial & Administrative Affairs/General Intelligence Department	36	1.33	15	0.95	51	-0.37
Administrative & Financial Affairs/ Ministry of Awqaf & Islamic Affairs and Holy Places	31	1.14	11	0.70	42	-0.44
Administrative & Financial Affairs/ Electricity Sector Regulatory Commission	19	0.70	4	0.25	23	-0.45
Capital's Governorate / Ministry of Interior	27	0.99	8	0.51	35	-0.49
Land & Survey Department / Ministry of Finance	62	2.28	28	1.78	90	-0.50
Directorates & Departments / Ministry of Health	142	5.23	74	4.71	216	-0.52
Administrative & Financial Affairs/ Public Security Directorate	53	1.95	15	0.95	68	-1.00
Different Municipalities	90	3.31	36	2.29	126	-1.02
Student University Scholarships & Affairs/ Ministry of Higher Education & Scientific Research	37	1.36	5	0.32	42	-1.04
Financial & Administrative Affairs / Ministry of Interior	65	2.39	20	1.27	85	-1.12
Kingdom's Courts / Jordan Judicial Council	106	3.90	42	2.67	148	-1.23
Financial & Administrative Affairs / Private Sector	111	4.09	44	2.80	155	-1.29
Employment Affairs Directorate / Civil Service Bureau	264	9.72	132	8.40	396	-1.32
Finance Department / Jordanian Armed Forces	68	2.50	11	0.70	79	-1.80
Personnel/ Jordanian Armed Forces	109	4.01	30	1.91	139	-2.10
Grand Total	2716	100	1572	100	4288	0

4.4.7 According to the Nationality

Table No. (67) indicates that the percentage of Jordanians form a total of (1528) aggrieved persons at a percentage of (97.20%) for 2010 versus (2647) aggrieved persons in 2009 at a percentage of (97.46%). While the percentage of Egyptian aggrieved persons was (0.25%) in 2010 versus (0.18%) in 2009. It is also noticed that there was an increase in the percentage of grievances from Iraqi, Syrian, Gulf and European nationalities with a decrease in the percentage of grievances from the Palestinian nationality.

Table (67) indicates the distribution of grievances as per nationality of the aggrieved and percentage in 2009 and 2010

Aggrieved Nationality	2009		2010		Total
	No.	Percentage %	No.	Percentage %	
Jordanian	2647	97.46	1528	97.20	4175
Palestinian	57	2.10	28	1.78	85
Egyptian	5	0.18	4	0.25	9
Syrian	2	0.07	3	0.19	5
Iraqi	1	0.04	4	0.25	5
Gulf	1	0.04	2	0.13	3
European	1	0.04	1	0.06	2
Philippines	1	0.04		0.00	1
Other	1	0.04	2	0.13	3
Grand Total	2716	100.00	1572	100.00	4288

Diagram No. (9) indicates the distribution of received grievances as per nationality of the aggrieved in 2009 and 2010

Diagram 9

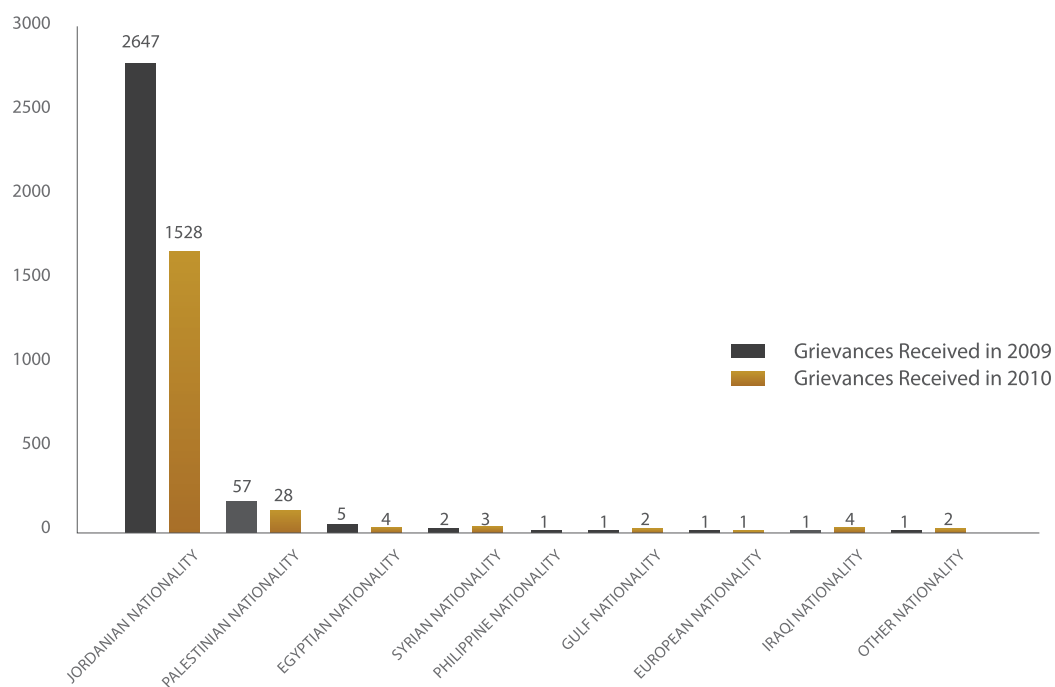


Table (68) indicates the distribution of grievances as per type of grievance and nationality of the aggrieved in 2009 and 2010

Type of Grievance	Aggrieved Nationality	2009	2010	Grand Total
		No.	No.	
Request of appointment or re-appointment	Jordanian	336	208	544
Request of services or improvement of services	Jordanian	167	91	258
	Palestinian	1		1
Request of assistance	Jordanian	127	38	165
	Palestinian	1		1
Request of financial exemption or compensation	Jordanian	135	94	229
	Palestinian	3	2	5
Job adjustment request	Jordanian	187	81	268
Grievance from an administrative decision	Jordanian	1308	891	2199
	Palestinian	50	26	76
	Egyptian	5	3	8
	Syrian	2	2	4
	Iraqi	1	2	3
	Gulf	1	2	3
	Philippine	1		1
	European		1	1
Grievance from individuals or private parties	Jordanian	88	29	117
	Palestinian	1		1
	Iraqi		1	1
Objection and inquiry on competition order	Jordanian	121	4	125
Grievance from mistreatment of a public servant or abuse of authority	Jordanian	63	58	121
	Palestinian	1		1
	Egyptian		1	1
	Iraqi		1	1
Grievance from a judicial judgment	Jordanian	115	34	149
	Syrian		1	1
	European	1		1
Grand Total		2716	1572	4288

4.4.8 According to the Accepted and Unaccepted Complaints

The statistical and analytical studies of the complaints submitted to the Ombudsman Bureau during the years 2009 and 2010 show a decrease in the number of complaints by (42%) in 2010 as they amounted to 1572 complaints compared to 2716 complaints in 2009; which is an indicator which may signify the success of communication between the Bureau and complainants through the awareness meetings and media programs conducted by the Bureau which led to the increased awareness of its work mechanism and the basis and conditions of submission and acceptance of grievances.

Statistical indications show - despite the decrease in the number of accepted complaints to (920) complaints in 2010 compared to (1239) complaints in 2009 an increase in the percentage of accepted complaints in 2010 which was (58.52%) compared to (45.62%) in 2009, i.e. an increase of (12.90%), and an increase in the percentage of rejected complaints from (54.38%) in 2009 to (41.5%) of the total number of complaints in 2010.

A number of statistical indications and data can be compared as follows (see below table):

- 1- A decrease in the percentage of rejected complaints in form of the total number of rejected complaints from (88%) in 2009 to (79.5%) in 2010. The reason may be also due to the awareness campaigns carried out by the Ombudsman Bureau in various means of media and field tours to governorates and desert (Badia) areas as well as the citizens awareness of the Bureau's work mechanism as we mentioned.
- 2- Increase in the percentage of offered guidance from (12%) in 2009 to (20.6%) in 2010.
- 3- Increase in the percentage of error free in the administrative action taken by the administration from (51.74%) in 2009 to (54.78%) in 2010.
- 4- As for official and amicable solutions, it dropped from (84.40%) in 2009 to (78.06%) in 2010 for the complaints under which the administrative error was substantiated.
- 5- The percentage of filed complaints due to non-completion of complaint proceedings dropped from (13.4%) in 2009 to (4.35%) in 2010.
- 6- The percentage of recommendations made to the party complained against due to an error in the administrative action and which was not responded to, increased from (15.60%) in 2009 to (21.94%) in 2010 of the total number of complaints which had an administrative error. It should be noted here that there are several repeated recommendations and notes offered to some Public Administrations covered by the Ombudsman Bureau's report which were not executed. The Ombudsman Bureau urges the execution of offered recommendations and notes. As for the recommendations which are difficult to execute before the amendment of some legislations, laws or regulations, due to the nature of the complaint or because of the need for some time to avail financial resources needed to rectify the shortcomings or contraventions; the parties complained against should not use such circumstances as an excuse to delay the execution of the recommendations for more than required by the necessities of work.

Table No. (69) indicates the procedures for resolving and addressing complaints as per number and percentage

Serial	Action	No.		Percentage	
		2009	2010	2009	2010
Accepted		1239	920	45.62	58.5
1-	There is no administrative error	641	504	51.74	54.78
2-	Under official follow-up	105	221	8.47	24.02
3-	Filed due to not completing the proceedings	166	40	13.4	4.35
4-	Contain an administrative error	327	155	26.39	16.85
A-	Resolved officially or amicably	276	121*	84.40	78.06
B-	A recommendation was submitted thereon with no response	51	34	15.60	21.94
Rejected		1477	652	54.38	41.5
1-	<i>Inform</i>	1300	518	88.01	79.45
2-	The complainant was guided	177	134	11.99	20.55

Comprised of (7) recommendations which were responded to and solutions were made thereto.

b. Outputs

4.4.9 According to the Period of Time Spent in the Finalization of Complaints

-Comparison between the years 2009 and 2010

The time periods spent to finalize proceedings of received complaints represent an indication to measure the percentage of accomplishment by the Ombudsman Bureau. They also represent an indicator of the level of cooperation of the Public Administration with the Bureau when comparing the percentage of time periods needed to the finalize complaint procedures, which depend on the approved Bureau's proceedings and the extent of cooperation of the Public Administration.

The statistical data indicate that the number of complaints which were resolved and settled within a period of less than one month were (786) complaints in 2010 compared to (1287) complaints in 2009, i.e. a 39% drop. Also the number of complaints which were settled during a period of less than two months were (188) complaints in 2010 compared to (525) complaints in 2009. The following table indicates the number of complaints which were resolved during the rest of the time periods. It should be noted that the grievances which took time periods exceeding six months in 2010 mostly centered on administrative decisions with (67) grievances versus (209) grievances in 2009, as the grievances received in 2010 are represented in executing issued decisions or legislations and requests to obtain a passport or a citizenship. Whereas in 2009, the majority of grievances represented were for getting a citizenship, residence permit or passport.

From Table No. (70) below we also find that the percentage of grievances which are still under follow-up in 2010 of the total number of accepted grievances are more by (15.55%) than its percentage⁽³⁾ in 2009, as indicated under the mentioned table. We find that the subjects of those grievances in 2009 center on administrative decisions where most of them are represented in improving and executing administrative decisions issued by the Public Administration. While in 2010, the majority of subjects of the complaints center on financial decisions, security decisions, authorization of lands or housing, citizenship requests and passport requests, in addition to improving and executing administrative decisions issued by the Public Administration. The Public Administration's cooperation is considered an influencing factor in the settlement of these grievances. The following table shows the rest of the type of grievances received in 2010 and 2009 and time periods spent to finalize the settlement thereof.

3. The total number of grievances under official follow-up in 2010 amounted to (221) grievances and in 2010 they amounted to (105) grievances.

The numbers of accepted grievances amounted to (920) in 2010 and (1239) grievances in 2009.

Table No. (70) indicates that types of received grievances and time periods spent for the proceedings taken in 2010 compared with 2009

Year	Type of Submitted Grievance	Classification of Time Periods								Grand Total
		Still under Follow-up	Less than one month	Less than two months and more than one month	Less than three and more than two months	Less than four and more than three months	Less than Five and more than four months	Less than Six and more than five months	More than six months	
2010	Request of appointment or re-appointment	14	137	21	12	8	7	3	6	208
	Grievance from administrative decision	147	418	120	61	56	46	14	67	929
	Request of financial exemption or compensation	8	51	16	12	3	2	2	2	96
	Request of services or improvement of submitted services	27	28	7	8	8	3	1	9	91
	Job Adjustment Request	9	42	9	4	3	2	3	9	81
	Grievance from mistreatment of a civil servant or abuse of authority	13	23	6	4	2	6	1	5	60
	Request of assistance	1	25	6	2	1	3			38
	Grievance from a judicial judgment	2	31	1		1				35
	Grievance from individual or private parties		28	1					1	30
	Objection & inquiry on competition order		3	1						4
2010 Grand Total		221	786	188	103	82	69	24	99	1572
2009	Request of appointment or re-appointment	8	158	79	18	21	13	14	25	336
	Grievance from administrative decision	58	609	251	53	79	57	54	209	1370
	Request of financial exemption or compensation	3	73	22	5	6	9	4	16	138
	Request of services or improvement of submitted services	20	46	30	12	11	16	12	20	167
	Job Adjustment Request	4	84	37	13	13	10		26	187
	Grievance from mistreatment of a civil servant or abuse of authority	7	19	13	8	3	6	2	5	63
	Request of assistance	5	51	30	17	11	5	2	7	128
	Grievance from a judicial judgment		90	21	1	2	1		1	116
	Grievance from individual or private parties		62	21	2	3		1	1	90
	Objection & inquiry on competition order		95	21	1	2	1	1		121
2009 Grand Total		105	1287	525	130	151	118	90	310	2716



4.4.10 According to the Percentage of Resolved Complaints and Response of the Public Administration

The grievances which were amicably resolved amounted to (121) grievances by a percentage of (78%) of the total number of grievances which had an administrative error versus (276) grievances in 2009 by a percentage of (84%) of those with an administrative error.

Percentage of recommendations given in 2010 represent (4.46%) of the total number of accepted grievances versus (5.08%) in 2009, which indicates the continuation of the adopted approach in handling the grievances with administrative errors, in addition to the homogeneity of the type of received grievances on which a recommendation was issued.

As for response to such recommendations in 2010, it dropped to 7 recommendations out of 41 recommendations submitted to Public Administrations, i.e. 17% compared to 12 recommendations which were responded to in 2009 out of 63 recommendations, i.e. 19%.

As for the grievances for which no administrative errors were discovered, percentage of proceedings taken in 2010 were close with an increase of (3.04%) over 2009. This could be a good indicator on the high quality of correct application by the Public Administration.

Table No. (71) indicates the procedures for resolving and addressing complaints as per number and percentage

Serial 2009	Action 2010	No.		Percentage	
		2009	2010	2009	2010
Accepted		1239	920	45.62	58.5
1-	There is no administrative error	641	504	51.74	54.78
2-	Under official follow-up	105	221	8.47	24.02
3-	Filed due to not completing the proceedings	166	40	13.4	4.35
4-	Contain an administrative error	327	155	26.39	16.85
A-	Resolved officially or amicably	276	* 121	84.40	78.06
B-	A recommendation was submitted thereon with no response	51	34	15.60	21.94
Rejected		1477	652	54.38	41.5
1-	<i>Inform</i>	1300	518	88.01	79.45
2-	The complainant was guided	177	134	11.99	20.55

4. This percentage includes the recommendations which were responded to and included in the solutions.

- It includes (7) recommendations which were responded to and included as solutions as the responses were received after the completion of preparing the report statistically.
- Twelve responded to recommendations were added to the number of complaints which were officially or amicably resolved in 2009, which amounted to (264) complaints. So the percentage became (84.40%) as the responses were received after the completion of report preparation statistically.

5. Extent of Cooperation and Response of the Public Administration

The Ombudsman Bureau issued (57) recommendations to various ministries and public entities covered by the definition of "Public Administration". These recommendations are divided into two types: the First type represents recommendations related to grievances received by the Ombudsman Bureau found in which an administrative error was taken against the aggrieved. These recommendations amounted to (41) to which response was received on (7) thus the percentage of resolved complaints increased to (78%). As for the second type, the Ombudsman Bureau found, through the received grievances, that there were administrative proceedings or others which formed an obstacle to the progress of some transactions. The issue required the Ombudsman Bureau to send 16 recommendations related to simplifying the proceedings including the improvement and development in all of the adopted proceedings by many of parties and entities covered by the definition of "Public Administration" which amounted in 2010 to (25) ministries, governmental entity or any party covered by the definition of "Public Administration".

Table No. (72) below shows the parties complained against, total number of recommendations and the percentage of response of the party complained against to the Ombudsman Bureau's recommendations, which reflect the extent of cooperation by some of the Public Administrations.

Table No. (72) indicates the percentage of response to official reports recommendations and their numbers

No.	Party Complained Against	Recommendation Comments		Total	Responded %	Did not Respond %
		Recommendations Submitted by the Ombudsman that were executed	Recommendations Submitted by the Ombudsman that were not executed			
1	Ministry of Education	1	8	9	11.11	88.89
2	Ministry of Interior		5	5	0.00	100.00
3	Ministry of Health	1	4	5	20.00	80.00
4	Ministry of Finance	3	2	5	60.00	40.00
5	Ministry of Public Works		3	3	0.00	100.00
6	Ministry of Municipal Affairs		3	3	0.00	100.00
7	Civil Service Bureau		3	3	0.00	100.00
8	Ministry of Agriculture	1	2	3	33.33	66.67
9	Ministry of Foreign Affairs		2	2	0.00	100.00
10	Greater Amman Municipality		2	2	0.00	100.00
11	Ministry of Labor		2	2	0.00	100.00
12	Ministry of Transport	1	1	2	50.00	50.00
13	Ministry of Social Development		1	1	0.00	100.00
14	Ministry of Awqaf & Islamic Affairs and Holy Places		1	1	0.00	100.00
15	Jordanian Armed Forces		1	1	0.00	100.00
16	Public Security Directorate		1	1	0.00	100.00
17	Greater Irbid Municipality		1	1	0.00	100.00
18	Aqaba Region Authority		1	1	0.00	100.00
19	Audio & Video Media Commission		1	1	0.00	100.00
20	German & Jordan University		1	1	0.00	100.00
21	Al Al-Bail University		1	1	0.00	100.00
22	University of Science & Technology		1	1	0.00	100.00
23	Ministry of Telecommunications & Information Technology		1	1	0.00	100.00
24	Ministry of Industry & Trade		1	1	0.00	100.00
25	Ministry of Energy		1	1	0.00	100.00
Grand Total		7	50	57	12.28	87.72

6. Self Initiatives

6.1 Legal Basis for Self Initiatives

The legal basis for self initiatives of the Bureau's President are based on the provisions of Article 19 of its Law which states that "The President may, on his own initiative, study any subject related to any of the Public Administration's decisions, procedures or practices and send his recommendations thereon and to include them in his annual report which he prepares in accordance with the provisions of this Law.

6.2 Initiatives

Most Prominent Initiatives

The Bureau submitted a number of recommendations and initiatives which contributed in highlighting important issues that affect a large sector of people and resorted to all possible solutions as follows:

1. One initiative in regards to the concern of Jordanians expatriates, particularly in the Arabian Gulf when coming to Jordan to renew their passports, fearing that their own national numbers will be withdrawn, since this happened with others due to the ambiguity of reasons and justifications adopted by the Government to take such a measure. The Bureau plans to follow-up this matter with the competent authorities and find a solution thereto shortly.
2. The initiative of Government Departments Complex in Zarqa Directorate. The Ombudsman Bureau adopted a special initiative to improve the Government Departments Complex in Zarqa Directorate which suffers from several problems emanating from negligence, which resulted in citizen complaints and grumbling against bad services and bad conditions of the complex in terms of general cleanliness, break-down of the elevator, the need for repairing and maintenance of fences, and lack of enough guard service. The responsible authorities responded and fast solutions were made to these problems.

3. Initiative of MV "Halina"

By joint efforts with Ombudsman Bureau, Aqaba Court of First Instance ended the case of Halina ship which was held since August 2008 with 24 thousand tons of rotten corn on board in favour of a Jordanian merchant. The Bureau urged to expedite the legal proceedings by the competent court and all concerned parties were contacted, which led to the payment of salaries to workers onboard that ship after waiting for long periods of time, by selling it in auction for 1.145 million Dinars to an Emirate businessman. The Bureau also handled the humanitarian aspect of the case by calling to provide the ship workers with meals during the stages of the lawsuit.

Moreover, the Board of Directors of the Maritime Authority progressed the proceedings for selling the ship in a public auction in coordination with Aqaba Special Economic Zone Authority together with securing all needs of the ship, crew and maintenance until the end of auction sale proceedings.

7. Some Prominent Recommendations Submitted by the Ombudsman Bureau to Public Administration

7.1 Legal Basis for the Recommendations

The Ombudsman Bureau submits its recommendations based on Article (12/B) of its Law which states that: "To recommend the simplification of the administrative proceedings so as to enable citizens to benefit from the services provided by the Public Administration effectively and smoothly through complaints submitted to it in this regard". And Article (18) thereof which states that "if the President finds after completing his proceedings that the Public Administration decisions, procedures or refraining therefrom include any of the following cases:

- A. Violation of the Law
- B. Inequity, arbitrariness or lack of equality.
- C. They are based on illegal instructions or unfair proceedings.
- D. Negligence, default or error.

Then the President must write a detailed report and send it to the public administration complained against and he shall have the right to make the recommendations he deems fit about the complaint in question.

7.2 Recommendations Responded to by the Public Administration (with examples)

Recommendations which the Public Administration responded to were (7) recommendations at a percentage of (12.3%) of the total number submitted by the Bureau which were (57) recommendations. The Ministry of Finance was the most responding party to the Ombudsman Bureau recommendations with a percentage of (60%) of the total number of recommendations submitted to it, which were (5) recommendations, followed by the Ministry of Transport by a percentage of (50%), then the Ministry of Agriculture by a percentage of (33.3%) etc. See Table No. (70).

It should be noted here that the total number of response to the recommendations is part of the total number of responses to the complaints resolved by a percentage of (78%) where the administration was found to have error.

The following are some examples of such recommendations:

1) A Public School/ Ministry of Education

Lack of commitment by the Public Administration to the prescribed time periods to evaluate performance and annual reports and review records, result in unjustified discrepancies, which lead to the citizen's sense of injustice.

One of the female employees who worked in an administrative job in one of the Ministry of Education schools submitted a complaint on the discrepancy between her performance record and the degree of her annual report in 2008. After accepting the complaint and verifying it, it was found that this discrepancy was due to the delay in preparing the annual report of the complainant by the public administration. Civil Service Regulation has surrounded the performance evaluation process with a set of guarantees which must be respected in order ensure the integrity and objectivity of evaluation, among which are: Adherence to appointments established under the provisions of rules and instructions, in accordance with Article 12 of the instructions of performance management and evaluation, the immediate supervisor should submit a report to the Director no later than the first of November of every year. In addition to that, the objections committee must finalize all objections not later than December.

The Ombudsman Bureau found that the school management did not take into consideration the timings established for administrative employees such as the job of a secretary or secretary of supplies, but they were to be evaluated along with the teachers, which may have affected their evaluation process. Based on the above, the Ombudsman Bureau issued its recommendations to the public administration (Ministry of Education) of the necessity to adhere to the time period established in the Civil Service Regulation and instructions of the performance evaluation. The Minister of Education issued his circular to all directorates of the Ministry of Education for the necessity to comply with the prescribed period for the evaluation of the administrative and teaching posts.

2) Social Security

(There are no confidential instructions and the public administration should make them available to the public)

One lawyer submitted a complaint aggrieving that the management of Social Security Corporation is refraining from providing him with the executive instructions issued by Corporation's Board of Directors, notwithstanding that they are a part of the legal provisions related to Security and enjoys a mandatory power. The Corporation pre-conditioned providing therewith upon his filing of a lawsuit.

A recommendation was made to the Public Administration of the necessity to enable the public to see the instructions and make all legislations related to the Social Security available and recommended its loading on the Corporation's website, in conformity with the citizen's right under the law of guaranteeing the right of accessing the information of 2007. This recommendation was adopted and the instructions were published in official gazette Issue No. 5076 on 16/1/2011.

3) Ministry of Agriculture

(Daily wage workers in the Public Administration are covered by the investigation procedures and guarantees thereof)

A complainant who was a daily wage worker in the Ministry of Agriculture submitted a complaint aggrieving from his dismissal procedures for not complying with the orders of his superiors and not carrying out his duties, complaining in particular that no investigation was conducted with him. After verification and study, the Ombudsman Bureau concluded that the ministry does not comply with the "unified instructions on the employment of daily wage workers" in terms of the necessity

to conduct an investigation with the worker before dismissing him. A recommendation was made to the Ministry of the necessity to provide the legal guarantees when referring the daily wage worker to investigation before dismissing him and to do whatever necessary to rectify the procedures with respect to the complainant. The Ministry of Agriculture responded by reinstating the worker to work and in addition the Minister issued a circular of the necessity to comply with the provisions and instructions of the labor law and provide all disciplinary guarantees to workers upon referring them to investigation.

4) Ministry of Education

(Observance of the legal form in the decision of transferring the employee is a must. The Administration should be aware that its omission renders its decision subject to nullity).

The complainant submitted a complaint against the decision of his transfer from a division head to a teacher upon his request. He complains against management for not responding to his request by withdrawing the decision, since he precipitated in it and wished to be re-instated in his previous position.

The Bureau found that the transfer decision, despite its issue upon the complainant's wish, was issued without taking into consideration the required legal form, as the Civil Service Bureau's (law) provided for a specific method to transfer the employee which must be complied with and not to overlook it, otherwise the decision would be defective. Article (92) of the Civil Service Regulation provided that grade-one employees shall be transferred by a decision from the Minister upon recommendation of the General Secretary. Pursuant to the decision of delegation of authorities issued as an exception to the provisions of Article (181) of the Civil Service Regulation, the Minister of Education delegated the transfer authorities of grade one employees in the Ministry of the Education directorates to the Education Director, and the General Secretary delegated the recommendation authorities of transfers to the Administrative Director in the Directorate. Although the transfer decision was issued upon the request of the above mentioned employee, yet it was found that it was issued without the recommendation of the Directorate's Administrative Director. This renders it defective and in violation of the regulation due to non-compliance with the recommendation condition. As a result, the Bureau issued its recommendations to the Ministry of Education to rectify the transfer decision of the complainant so as to conform with the provisions of Civil Service Regulation, and to instruct the Directors of Education to enforce the recommendation condition in the future in the decisions which require recommendation before taking them in accordance with the provisions of relevant regulations. The Ministry responded and re-instated the complainant to his work.

5) Aviation Sector Regulatory Authority

The complainant complained that his transfer decision was in violation of the provisions of Personnel Regulations of the Aviation Regulatory Authority 2009. Article (25/a) provided that: "Notwithstanding the requirements for filling any post, the employee of the Authority shall be transferred, returned or reassigned to act in another job, in accordance with instructions issued by the Board upon recommendation of the President". Since the instructions referred to have not been issued yet, which renders the transfer decision premature and is issued by a non-competent party, a recommendation was issued to the Public Administration to rectify the decision to be consistent with the provisions of the Regulations, and to endeavor make recommendations to the Board to issue the instructions referred to in Article (25) of the mentioned Regulation. The Administration responded to this recommendation and the transfer decision was cancelled; the aggrieved was reinstated to his work in addition to the issuance of the instructions referred to.

The Administration alleged in the same complaint that the transfer request was carried out upon the complainant's request himself. Whereas the public office regulations including Civil Aviation Regulatory Authority personnel regulation did not provided for any role to the employee's will in the transfer process. The transfer upon the employee's request is just a petition that he submits to the Public Administration for observing his personal or family circumstances. The competent authority may take into account the wishes of its employees and observe their circumstances in consideration. So it uses its discretion authority in this respect within the framework of legitimacy and realization of the public interest.

6) Ministry of Education

(The Public Administration should take into account the legal guarantees in all investigation activities and give them due attention).

The female complainant aggrieved against imposing two penalties of salary deductions against her. The Bureau's investigation concluded that the investigation procedures followed by the Ministry with the complainant were blemished by a number of procedural faults, which formed a failure on the part of administration in taking into account the provisions of the Civil Service regulation and investigation guarantees clearly provided for in the said regulation. As a result, the Public Administration decided to form a new investigation committee, in recognition of the violations which were pointed out by the Bureau. We briefly mention some of the flaws in the proceedings of the committee referred to.

- The complainant was not asked about the violation ascribed to her, the complainant's testimony was not heard and the administration did not face her with the evidences.
- The Administration violated the provisions of the Civil Service regulation when it appointed in the investigation committee members who were of a lower grade and salary than the complainant with whom the committee investigated.
- The complainant was not informed before the investigation about what was ascribed to her, did not see the papers related to the violation ascribed to her nor was given the opportunity to submit her rebuttals and objections.
- The investigation papers did not have the signature of committee members.

7) Balqa Applied University

(Monitoring defects urges the public administration to adjust its position)

The complainant submitted this complaint towards Balqa Applied University aggrieved against denying him of a financial reward which is granted to scientifically outstanding students, and his objection on giving it to another student. The Public Administration insisted on its position. However, as a result of continuous follow-up by the Bureau, a committee was formed to investigate the subject of the complaint submitted by the aggrieved student. As a result, the party complained against admitted of the eligibility of the aggrieved student in the reward, attributing the issue to a technical error in the computers. A recommendation was made to university management to pay the reward to the aggrieved student as soon as possible and the university paid it.

8) Ministry of Social Development

(Specifying the job title for every transferred employee)

The complainant complained against not being appointed in the Ministry of Social Development on the second classification jobs, not adjusting his job status from grade three to grade two and not defining a job title for him when he was transferred, claiming that the Directorate of Social Development/Ain Al-Basha did not abide by paying the overtime wage according to the provisions of the Civil Service regulation.

As a result of investigation and legal study, a recommendation was sent to the party complained against which included the need to correct the complainant status, and that not selecting him for appointment in the Ministry was not based on the Law; recommended also the need to specify a job title for each employee to be transferred in the future.

The party complained against responded partly to the recommendation on the part related to specifying a job title to the transferee employees, and specified a job title to the complainant.

9) Income & Sales Tax Department

(The Public Administration should adjust the job title when transferring the employee and observe accuracy therein)

(Internal instructions must take into consideration provisions of Civil Service Regulation)

This complaint was submitted against the Income & Sales Tax Department in which the female complainant complains against the changing her job title from section head to a clerk, which resulted in the delay of her right to get a housing loan; since Instructions No.(4) of 2005 attached to the payment instructions from the Income Tax Department Cash office distinguished between the title of a Section Head which is granted (17) points and a clerk which is granted (13) points while the instructions for the job description and classification equaled between the title of section head, auditor and clerk.

The Bureau found out that the complainant was transferred twice without specifying her job title. The Bureau also found out that the internal letters and memos of the party complained against related to its employees lack control and accuracy, which gives the employee a wrong perception about his/her job title. The Recommendation was made for the need to control the job title in general and that of the complainant in particular.

Recommendation was also made to the party complained against to adjust the internal instructions so as to conform with the instructions of job description and classification, and that a Section Head and clerk should get the same points when competing to get a loan. The party complained against responded to the recommendation.

10) Jordanian News Agency (Petra)

(Employees may not be transferred to a post which has no job description on the cadre. Grade and experience must also be taken into account upon transfer)

In this complaint an employee of Jordanian News Agency (Petra) aggrieved for not adjusting his job title on the cadre from "Information Officer" to "Editor" as he was doing the job of an editor.

A recommendation was made to the Jordanian News Agency for the need to rectify the complainant's status to transfer him to a job that suits his grade and experience, and within the framework of Civil Service Regulation and the instructions of job description and classification. The recommendation was responded to, and a job description was specified to the complainant on the 2010 cadre which fits his job grade and practical experience. His job title was changed from "Information Officer" to "Data Entry Employee".

11) Jordanian Customs Department

The complaint was submitted by eight aggrieved employees towards the Jordanian Customs Department aggrieved that they were appointed in the unclassified fourth category of jobs in accordance with the 2002 Civil Service Regulation. When the Customs Employees Regulation No. 69 of 2006 was issued and based on its provisions, the status of complainants were adjusted to their entitled categories and grades without calculating their previous experiences.

Upon studying the complaint and verifying it, the Ombudsman Bureau discovered that the Jordanian Administrative, judiciary, considers the adjustment of the fourth category employees as an appointment, and consequently these employees are subject to the provisions of Articles 20 & 27 of the Customs Employees Regulation. The provisions of these articles are represented in that, until the experiences of this category of employees are calculated, the jobs in which they were appointed, as a result of adjusting their situations, should be different in terms of the nature and conditions of appointment, from the jobs they were occupying; in addition to meeting of the conditions of Article 27.

The Bureau found that the job titles of the aggrieved employees, except the second complainant, were not changed or transferred to different jobs. Consequently, it is not possible to apply the provisions of Article 27 thereon.

As for the second complainant, and in view of conciliation of his status and his transfer from the position of maintenance technician to an engineer, and that both jobs are different in conditions and nature, and based on the judicial concept, the confirmation of the second complainant as an engineer, after his title was maintenance technician, means that in accordance with the judgments of the High Court of Justice, he was appointed and not merely transferred. Thus he may benefit from the calculation of his experiences in accordance with the provision of Article 27 of the Customs Department Regulation if his experiences as a maintenance technician are consistent with the post of an engineer in which he was confirmed. That is, it is possible to apply Article 27 on the complainant's job status and to include his previous experiences for him after obtaining his academic qualification which amount to one year and 3 months in case he meets the rest of the conditions.

Accordingly, a recommendation was made to the Public Administration to apply the provisions of Article 27 of the Customs Department Regulation No. (69) of 2006 on the complainant's situation and to consider the extent to which the experiences agree with the job description in which he was appointed.

12) Retired Military Servicemen Corporation

The (33) complainants work at the Economic and Social Corporation for the Retired Servicemen and Veterans within the Security and Protection Administration/ Arab Gas Pipeline. Complainants work for 24 hours versus 24 hours and rest at an average of (12) hours daily. Whereas the work regulation requires that there should be 48 hours rest for every 24 hours of work, i.e. an average, of 8 working hours according to the Law.

Also, these complainants aggrieved of their inequality concerning their annual, sick or emergency leaves. The corporation also adjusted the salaries of some workers without the others including the complainants.

The Bureau found that the corporation was not at fault from this aspect as the motive for the salary increase of some workers was, to raise the minimum wage to (150) Dinars, whereas the complainants salaries were within the minimum wage, therefore, the others deserved the annual increase.

In the light of the above, a recommendation was made to the corporation to adjust the situation of the complainants in terms of treating them equally with their colleagues in terms of working hours and to grant the aggrieved ones their leave entitlements.

13) Al Al-Bait University

(Laying of clear basis and standards of the Public Administration's authorities closes the door on intermediary favoritism and enables it to aspire for justice in its actions)

A complaint submitted by one of Al Al-Bait University employees towards university management, which was about not renewing his contract. Upon investigating the subject, it was discovered that the university renewed the contracts of some employees without others without a clear basis, a matter which creates a contradiction in the university's policy upon renewing employees' contracts, particularly in the absence of the controlling objective basis and foundations for this authority provided under Article (62/b) of Al Al-Bait University Personnel Regulation.

The Ombudsman Bureau issued its recommendation that this authority should be exercised according to standards based on transparency and public interest so as to prevent intermediary and favoritism as well as ward off the abuse of authority and ensure the aspects of justice which are not less than the application of justice itself. It is noticed that these conditions and bases form a compliance with the provisions of Article (7) of the United Nations Convention against Corruption of 2004.

The Ombudsman Bureau also made a recommendation of the necessity to put restrictions and control on renewal authority provided for in Article (62) of Al Al-Bait University's Personnel Regulations through executive instructions.

The Public Administration responded to the Ombudsman Bureau's recommendation through the approval to renew the contract of the complainant employee similar to others. The university also issued executive instructions in accordance with Article 70 of the Personnel Regulations in force, which included identifying the basis and standards of contracts renewal.

14) Greater Irbid Municipality

The female complainant submitted her complaint against Greater Irbid Municipality aggrieved against the termination of her services following her referral to a disciplinary board which issued its recommendation to the Municipal Council of approving the termination. The Minister of Municipal Affairs did not sign the dismissal decision, but rather he did not approve the decision. Whereas the Municipality's Personnel Regulation make it a condition for the Minister's approval of the dismissal penalty.

Recommendation was made to the party complained against that there is a violation by Greater Irbid Municipality in insisting on the implementation of the recommendation for the termination of services of the complainant, despite the Minister's non-approval of the recommendation, coupled with the Municipality's delay in sending a letter to the Ministry comprising the dismissal decision- notwithstanding its illegality- for more than one month and eight days.

The Ombudsman Bureau recommended instructing those concerned to endeavor to rectify these violations and implement the Minister's successive decisions in regards to her return to work.

The party complained against responded to the recommendation.

7.3 Recommendations which were not Responded to by the Public Administration (see examples)

It is worthwhile noting that the complaints referred to here as an example on the lack of response represent the status of each complaint with respect to the time period covered by the report namely 2010. It is possible that any of these complaints may have been responded to in 2011 annual i.e. within the period during which this report was being prepared. Thus what was reported here as a case of lack of response may be reported in the 2011 report as a response. For this reason, the note is required.

1- Ministry of Education

(Administration should observe, upon transferring of the employee that his qualifications and experience should suit the new job)

The complainant is an employee in the Ministry of Education and he is originally a mathematics teacher transferred to the post of a custody keeper which resulted in being denied of the extra allowance, as among the conditions for paying the allowance is in accordance with the instructions for paying extra allowances to employees (Council of Ministers decision No. 4773 dated 22/5/2007) that his academic qualifications and work experience should suit the job requirements. A complainant aggrieved against this situation and the verification ended with a recommendation made to the Ministry of Education of the necessity to rectify the complainant's job status and to utilize the services of the above mentioned teacher according to his academic specialization and qualifications, as well as rectify the similar cases for the sake of justice and integrity of the administrative procedure in line with the provisions of the Civil Service Regulation. (The Ombudsman Bureau's recommendation was responded to in 2011 after the issue of this report).



2- Al Al-Bait University

(Taking into account to make the administrative decisions relating to promotions and appointment in writing)

The facts of this case can be summarized in that the complainant applied for a job at Al Al-Bait University and competed with the competitors. He ranked first, but he was not appointed. A decision had been issued by the promotions and appointment committee at the university not to appoint any applicant who did not get a total of 70 marks and above so as to raise efficiency. The Bureau verified the issue of this decision which was verbally issued, a matter which made the matter ambiguous for the applicants including the complainant. So the recommendation was to take written decisions for such cases. No positive response was received from the University on the recommendation during the year of this report.

3- Ministry of Municipal Affairs/AI-Uyoun Municipality

(Modern management adopts an approach and controls job announcements and personal interviews, even in the absence of instructions)

Many municipalities carry out appointments without following transparent and equitable legal proceedings. AI-Uyoun municipality in Ajloun Governorate is among those municipalities, as the previous appointment proceedings and conducting competition exams lacked standards of transparency, equality and equal opportunities; in consistency with the constitutional principle provided under Article (23) which stresses on the principle of efficiency and eligibility as being the basis for appointment. As for this complaint, giving hope to the complainant and other applicants by conducting several competitive exams and then canceling them by the Mayor without a legal basis and exhausting them with personal interviews implants the spirit of frustration in the hearts of job seekers. It also forms, in accordance with the provisions of the Ombudsman Bureau's law, inequity, default and unfair measures; and that the base of these violations is represented in the lack of issue of the instructions referred to in Article 18 of the 2007 Municipalities Personnel Regulations by the Minister of Municipal Affairs which call for the formulation of instructions for competition and selection.

The Ombudsman Bureau has already issued on 12/11/2009 a recommendation to the Minister of Municipal Affairs of the necessity to issue instructions for the selection and appointment of municipalities, employees in accordance with the provisions of Article 18 of the Municipalities Personnel Regulations so as to address intricacies related to the announcement, interviews and the like proceedings. We did not receive a response on this recommendation until now.

4- Aqaba Railroad

Collective complaints by a group of employees who work at Aqaba Railroad

Some of the corporation employees, who were appointed before 1/1/1988 (date of giving the increase) and incumbents of railway works in Aqaba Railway Corporation within first grade of the third category, submitted a complaint for not including them in the seven annual increases which were decided. This created differences in basic salaries between those appointed on the special regulation of the corporation and those appointed as per Civil Service Regulation. After reviewing job files of the aggrieved staff and housing procedures, it was revealed that some employees were given these increases despite being appointed before 1/1/1988, which created a state of imbalance and disparity between the salary scale, those appointed before 1988 and those appointed after. The Bureau issued its recommendations for the need to reconsider conditions of the technicians who hold job titles of first grade of third category and who were not included in the annual leave in a way that achieves justice and equity. According to the contents of decision of the Council of Ministers, the Ministry of Transport in turn developed some temporary solutions to grant employees remunerations in this regards, however, the recommendation was not responded to.

5- Ministry of Awqaf

(Solution often lies in activating the legal texts in force and un-activated despite its clarity and ease of application)

The complainant was working as a caller for prayers (Muazzen) at the Ministry of Awqaf. He complained against his dismissal for being absent for more than ten consecutive days. He claimed he had an excuse which justifies his absence. But he exceeded the period set for objection and thus lost his right therein. The Ombudsman Bureau's position was that the Public Administration has extensive authority in the evaluation if there is an excuse or not. However, on the other hand, the Bureau noticed that the mechanism used in the time keeping of mosque employees through the reports of the senior Imam, mosques supervisor and submission of the periodical reports to the Awqaf office supervisor or Director is in violation of the provisions of official working hours and annual leaves instructions, and they are not accurate, objective

or impartial. There are also no legal basis for this mechanism under the regulations and instructions related to the work of this category in the Ministry of Awqaf.

A recommendation was made to the Ministry to control the working hours of mosque employees through means which are just and objective, and that it is possible to cooperate with the Ministry of Public Sector Development in this regard to find solutions and means to do so including the activation of Article (8) of Preaching & Guidance Regulation which provides for finding an official record to control attendance. Notwithstanding the clarity and simplicity of the recommended solution, there was no response to this recommendation.

6- Ministry of Public Works & Housing

(Some Public Administrations still ignore the investigation guarantees with the employees)

It was discovered through the complaint of the aggrieved and papers related thereto that the Ministry of Public Works & Housing use the transfer and secondment authorities sometimes for a purpose other than the one assigned to it in the Civil Service Regulation, viz proper progress of work, orderly functioning of the public utility and the optimal use of human resources. This authority may not be used as a disciplinary penalty in any way. This is settled by jurisprudence.

Also the availing of disciplinary guarantees to the employee when referring him to investigation; such as his right to be informed of what is ascribed to him in writing before conducting investigation with him and inform him of all papers relating to the violation ascribed to him as well as give him the chance to present his rebuttals and objections. These are all guarantees that were clearly approved and stressed on by the Civil Service Regulation, not to mention that they are guaranteed by the rules of justice, equity and general practices in the discipline of employees. The Bureau made its recommendations in this regard and what was received from the Ministry of Public Works indicates that the recommendation was not adopted and that the Ministry's proceedings are considered in agreement with the Law and Regulations without discussing the points cited by the Bureau in its report.

7- German Jordanian University

The female complainant aggrieved from for the non-renewal of her annual contract. As a result of verification and legal study, the party complained against was alerted that it violated the condition of the contract which provides for the need to inform either party by the other in writing of its unwillingness to renew three months before its expiry date. So the Bureau recommended to the party complained against (German Jordanian University) of the need to adhere with and observe the provisions of the contract signed between it and the complainant and to rectify the situation on these basis. We did not receive any response from the party complained against until now.

8- Ministry of Health- Prince Hamzah Hospital

(The Administration's negligence in keeping files, diminishes the rights and opens the door of manipulation)

The complainant who works as a nurse at Prince Hamzah Hospital, was called as a witness in the investigation conducted with regard to the behavior of one of the physicians against his colleague. The committee heard his statement, and then he was surprised to receive a warning from the committee. A party complained against was addressed to provide us with the file and proceedings of the investigation with the complainant. But its reply was that investigation file and procedures were not found.

As a result of verification, legal study and inferences collected by the Bureau, it formed its convictions, and a recommendation was sent to the party complained against which included that the investigation committee did not take into account the practices provided for in the Civil Service Regulation, and that the decision to issue a warning penalty to the complainant was issued on the ground of an illegal investigation and without taking into account the form (causation of the decision) which was enjoined by Article (140/A/5) of Civil Service Regulation. Therefore, the Ombudsman Bureau made a recommendation to the Ministry of Health of the necessity to adherence with and observe the provisions of the Regulation in regards to the investigation proceedings, causation of the decision provided for by the two Articles (140/A/5) and (145/B) of the Regulation and to take into consideration what was stated above in the case of the complainant. In addition to the need to give attention to the keeping of investigation files with the employees.

Notwithstanding the foregoing, the Public Administration advised that it followed the legal practices in the investigations and in giving the penalty; and at the same time it will observe the comments of Ombudsman Bureau without giving any statement or detail.

9- National Information Technology Center

(It is presumed that the provisions of the Civil Service Regulation are in force when issuing a special regulation for the employees of the center)

The complainant aggrieved against not adjusting his job status after obtaining a Master's degree in 2007, which led-as he claims- to reducing his basic salary from 165 Dinars to 121 Dinars, and then adding three years experience to become 136 Dinars.

As a result of verification, and legal study, a recommendation was sent to the party complained against comprising that there is a violation committed by the National Information Technology Center in this capacity, and in its capacity as the legal successor for the National Information Technology Center as a result of applying the Personnel Regulations in the University of Jordan on its employees; after that Personnel Regulations of the General Secretariat of the Higher Council for Science and Technology No. 164 of 2003 without any legal basis, and its issue of executive instructions based on the latter Regulations. Therefore, the Bureau recommended the need to abide by removing this violation and rectifying it, to apply the provisions of Civil Service Regulation No. 30 of 2007 on its employees and the need to issue the necessary regulations, in implementation of the provisions of Article (20) of the temporary Law for the employment of information technology resources in government institutions No. 81 of 2003.

We did not receive any response from the party complained against until now.

10- Ministry of Awqaf

Ministry of Finance/ Military Retirement

This complaint here is on the Ministry of Finance proceedings/ Military Retirement which require the deduction and non-payment of the living allowance as a result of the complainants work - after retirement- at the Ministry of Awqaf. The Ministry of Finance based its stand on the instructions of living allowance for the military retirees.

A recommendation was sent to the party complained against including the approval of the correctness of the Public Administration action in terms of the legal implementation. Also, a recommendation was also made to the Ministry of Awqaf to study the possibility on increasing the remuneration amount so as to compensate the shortage in the military retirees salaries as a result of deducting the cost of living allowance, as a matter of justice and in the light of the Minister's willingness to discuss the matter in a press conference held with him.

We did not receive a response from the party complained against.

11- Agricultural Lending Corporation

The complaint is about the appointment of a person other than the complainant without relying on clear and transparent bases and standards.

The recommendation made to the party complained against included that the proceedings for the appointment of the person whose appointment was complained against were done- according to the conviction of the Ombudsman Bureau- without adhering with the legal proceedings which should be followed, which are based on announcement, transparency, impartiality and equal opportunities. Based thereon the recommendation was made to observe same and to take the above into consideration in the case of the complainant and the case of the person whose appointment was complained against.

The Bureau made a recommendation to the Corporation of the need to activate Article (12) of the Corporation's Personnel Regulation, by laying the necessary foundations which must be taken into account in the selection and appointment process. The recommendation also showed that the constitution, laws (Agriculture Lending Corporation's Law) and regulations (Civil Service Regulation) are issued in their entirety under one spirit, destined towards one goal; they are supportive in deciding that the selection is carried out on the basis of efficiency, within the framework of justice, integrity and transparency, and through bases and standards. The Public Administration should have made the selection based on all of the above, even though it did not have special instructions in this regard.

The Public Administration did not respond to this recommendation.

12- Unified Procurement Department/ Ministry of Finance

The complainant works as a pharmacist in the Ministry of Health and was assigned to work overtime there. Then she was assigned to work in the Unified Procurement Department. She continued to work overtime without being assigned by the department to do so. After the end of her assignment, the Ministry deducted the overtime amounts paid to her during her last job, where it should have been paid to her by the department that she was seconded to work for in accordance with the provisions of the Civil Service Regulation. This was the subject of the complaint made by the complainant.

After verification, a recommendation was made to the party complained against which included that: in order to achieve justice, fairness and equality, the Bureau recommends to the Unified Procurement Department of the necessity to address the Council of Ministers to approve the payment of the overtime allowance to the above mentioned complainant for the period of her assignment at the department.

The response to the complaint was received during the preparation of the report.

13- Ministry of Municipal Affairs

(The correct measure in terms of the Law is wrong in terms of Administration)

The complainant was sent to participate in a program abroad by a recommendation from his department. After his return, the amounts paid to him were deducted from his salary, as it turned out that his department did not make necessary correspondence to obtain the Minister's advance approval except after two weeks of his return. A decision was made against approval, as Civil Service Regulation require the Minister's approval for travel in such cases.

A recommendation was sent to the Ministry of Municipal Affairs comprising the legality of deducting the amounts. But the Ombudsman Bureau found that it is more appropriate, and to alert the administration of its wrong attitude for late correspondence concerning the travel and to prevent its repetition, that the Minister should circulate to all municipalities and joint service councils not to send any employee on an official assignment outside the Kingdom without the Minister's prior written approval, so as to avoid repetition of what occurred to the complainant.

We did not receive a response on that from the party complained against. (The recommendation was adopted while preparing this report).

14- Ministry of Health

The aggrieved complains against not being paid in lieu of acquiring a car similar to his colleague. As a result of the verification and legal study a recommendation was sent to the party complained against comprising acknowledging that the complainant is not entitled to the allowance, in accordance with the bases of payment in force. But the administration erred by paying to an employee who does not meet the basis, which means failure to observe the standards and conditions provided for in the transport and travel regulation and the bases for payment of transport allowance and the monthly transport allowance referred to and to its none application on all Ministry employees. The Bureau recommended the necessity to stop payment of transport or movement allowances for the employee when any condition or bases of payment of allowance to him is negated, based on the provisions of Article (13/e) of the movement and travel regulation with due observance to equality of treatment.

No response was received until now from the party complained against.

15- Civil Service Bureau

(The job applicant has the right to know all proceedings taken towards him in due course)

A complaint was submitted against the Civil Service Bureau in which the aggrieved complains for removing his name from the list of humanitarian cases in 2006 without informing him.

As a result of verification, a recommendation was sent to the party complained against that the job applicant has the right to know all the proceedings taken in his regard in due course. Thus, the Ombudsman Bureau recommended informing the job applicants, including applicants for humanitarian cases, of the proceedings taken on their applications, so as to be kept up to date of their position.

We did not receive the response of the party complained against until now.

16- Department of Civil Status and Passports

A complaint was made by an employee against the Department of Civil Status and Passports complaining about his carrying out the work load alone

After correspondence, the administration responded through assigning an employee to assist him for three days per week. Yet a recommendation was sent to the party complained against comprising the need to find a final solution for this problem, through the appointment of a permanent employee in Rusaifeh Civil Status and Passports Office, or to continue the secondment or commission of the employee in a manner that covers all working days of the office.

We did not receive a response from the party complained against.

17- Ministry of Interior/Irbid Governorate

(The competent was administration of execution is considered negligent when it slackens in applying the provisions of the laws, regulations and instructions related thereto, if they were from the public order and made for the public interest)

A complaint was filed against Irbid Municipality for its failure to implement the executive notification issued by it against the landlord of a violating real estate for failure to provide required security protection for the municipality cadres by the administrative governor.

As a result of verification and legal study, a recommendation was sent to the Irbid Governor comprising instructing those concerned to secure and provide the required security protection during the municipality's execution of the context of the executive notification for the removal of the violation. As the provisions of the organization of cities and villages planning law as well as the regulations issued according thereto and planning charts issued in accordance therewith, are all related to the public order and were formulated for a public interest. The Public Administration has no right to refrain from or slacken in the application thereof.

We did not receive a response from the party complained against.

18- Ministry of Municipal Affairs

(The employee may not be given additional work without a legal support)

An employee works for a Municipality. A committee was formed to supervise the public market during the holy month of Ramadan. This employee was assigned by the formed committee for additional work during the month of Ramadan for around 150 hours, as shown in the substantiating reports.

Upon requesting the remuneration for the works he performed, and due to the non-success of the popular market, the municipality council decided to pay a fifty Dinars financial remuneration only for each member of the committee.

Whereas the amount of the remuneration was estimated without clear bases, a recommendation was made to the Ministry to formulate clear instructions to control the mechanism of determining and disbursing financial remunerations through the Municipalities Personnel Regulation No. 108 of 2007 and to circulate same to all municipalities of the Kingdom.

19- Ministry of Municipal Affairs

(The competent Public Administration should exert the efforts to determine the location of the street on its correct track before commencing with the execution)

A citizen lives for a long time believing that the street he/she is using with others is located on its correct track. The said citizen builds his house and lives in it beside the street for a long time, until he discovers that the street was not on its real track but rather passes through his land, away from its real track.

He files a lawsuit before the court and the trial continues for many years. At the end, a judgment was passed in his favor for the removal of the street, prevent opposition and the like wage. After years, the Municipality takes a decision for expropriation through immediate acquisition and with urgent expediency so as to avoid incurring sums of money for re-routing the street to its real track and returning the land to its owner.

A recommendation was made stressing that the Ministry should not open any street unless after the surveyor delineates the street and shows its correct track before commencing with the implementation; and to circulate same to the concerned authorities in the Kingdom in order to avoid further burdens on the citizen.

Some Service Cases

Many citizens request the connection of services to their areas and houses, open and pave roads, connect water and electricity power, despite of being away from the city or public street which serves them.

The complainants request the opening of roads, connecting water, electricity power, telephone lines and other services to their areas, to change the nature of the planning use of their lands and to build supporting walls to protect their homes against rain and torrents.

As a result of the Ombudsman Bureau's correspondence with various public administration departments and urging them to deliver the service to citizens and complainants in particular, a number of public administration departments complained against responding to a number of complaints despite the scarcity of financial potentials, lack of financial resources and annual budget. Whereby the services were connected, streets were paved and asphalted, and/or other service projects were developed and included as top priority of the Municipality and placed on top of the balance sheet at the beginning of every year. There are many examples thereon.

7.4 Recommendations for the simplification of Public Administration

Proceedings (with examples)

Many of the previous questions can be considered as clear models of the Ombudsman Bureau recommendations which cared about the simplification of Public Administration proceedings. Among them are:

1. Recommendation related to legislative gaps.

It was found, through several complaints against the Ministry of Education and Civil Service Bureau, that external transfers confiscate the rights of job applicants in the Civil Service Bureau. A legal study was completed which was concluded by a recommendation to the Civil Service Board and ministries of Education and Health of the necessity to draw out standards for the external transfers, as well as reduce them and not to expand thereon due to their direct effect in breaching of the rights of job applicants and on creating a state of inequality.

2. A complaint submitted against Mutah and Mazar Municipality for the proceedings of appointment of an accountant without announcing the job and conducting competitive exams. The Ombudsman Bureau submitted a recommendation of the necessity to advertise any job in the future in one local newspaper at least, so that the advertisement will include the following matters and controls: introducing the corporation, job title of the vacant post, summary of the main functions and responsibilities, the main and additional requirements which must be met for the job (qualifications, experience and courses) and method for applying to the job and conducting of competitive exams.

3. Based on a complaint was submitted against Al-Bait University under the subject of termination of the complainant services on reaching the age of (60) years, the Bureau made a recommendation to the university of the necessity to draw out objective standards and controls based on efficiency and transparency, realization of public interest, the extent of need for the employee and the availability of a suitable alternative; and to take into account the employment file upon extending to any employee who reaches the age of (60) years. This complaint was already referred to.

4. A complaint on Civil Status and Passports Department under which the complainant aggrieved against granting his wife in lieu of lost passports to their minor children by Irbid Civil Status and Passports Department. Whereas the regulations require obtaining the husband's approval upon issuing a new passport for the minor. Therefore the wife was able in this case to avoid the condition of the husband's approval. Instead, she resorted to request the issuance of in lieu of lost passports for the minor's passport, as the law does not require the husband's approval in such a case. Based on that, what the wife did can be considered as an exploitation of a legislative gap as a way to circumvent the legislation represented in the authority of the guardian on the movement of his minor children.

This recommendation provides on the necessity to circulate to all directorates for the need to ask for the guardian's written approval concerning the underage children for every request to renew passports, so as to prevent the travel of minor children without the approval of the natural guardian.



7.5 Monitoring Some Imbalances in the Performance of the Public Administration

1. In the Field of Legislations/ Instructions

*** Imposing taxes, fees and fines without a legal support:**

The Bureau noticed, through a significant number of complaints received against several parties such as municipalities, that they, in limited cases on which the Bureau received complaints and were verified, imposed fines and fees without legal support. The citizen finds himself in such cases obliged to pay the fine or the fee in order to follow-up on the follow-up on his progress and not to expose it to be disrupted. On the other hand, some administrations such as the Ministry of Awqaf impose fines on employees with sums of money under the penalty of referral to the competent courts or impose unlawful severe penalties on the employee. A recommendation was made on the illegality of such a procedure, and has responded with thanks.

*** The Public Administration often issue instructions which apply retroactively, contrary to the basic rules of the Law.**

A matter that results in prejudicing legal centers formed in the light of previous instructions which led to the prejudice to rights which have become acquired. This can be cited in a real case so as to show the volume of injustice which some people may be exposed to. You may find a person with whom a certain legal case was constituted under previous instructions which will lead him to acquire a specific legal status, and when the conditions of the legal status are complete, new instructions are issued that require different conditions from the previous ones.

An example of this is the issuance of amended instructions for Laboratories Licensing Regulation No. 30 of 2003, as this regulation allows holders of a first university degree and who practiced the profession of medical exams for ten years to be granted a certificate of specialist or lab management. However, the amendment issued pursuant to the revised regulation No. 92 of 2008 did not take into account the people working in the medical lab tests, particularly those who spent a number of years approximating the number of required years for granting them the license, which is ten years. The regulation was amended and requires now certain certificates, a matter which created a state of injustice and inequality.

*** Issuance of instructions without legal support**

An example is the issuance of instructions which regulate the basis and conditions of granting the license for wedding halls from the organizational aspects. This is an overstepping of the capital municipality and municipalities role, as there is no regulation or law that permits the Ministry of Interior to interfere in the licensing from the organizational aspect.

2. In the Field of Public Office

*** The Ombudsman Bureau noticed that there is a general failure by the Public Administration in handling the citizens' complaints.**

With the existence of prominent exceptions in this area, such as the Ministry of Education, it was discovered that the complaints box is inactive in many corporations, even though it is placed in a number of corporations and public administrations. Despite its contribution in delivering complaints to officials, it remains a modest contribution, and much less than the level of ambition. So, the Bureau has been urging the administrations to allocate a committee for the box that works in accordance with clear and defined basis, and according to easy and transparent instructions. The Bureau prepared on instructions form that can be made use of in this regard.

This necessarily leads to raising a very important subject - which is the need for the Public Administration to answer the citizen upon submitting his requests, petitions or complaints to the Public Administration, whether negatively or positively; and that the citizen should not be left without being informed of the Public Administration's position towards his request, complaint or petitions.

*** Many transfer decisions by the Public Administration suffer from flaws in form, for example:**

- + Lack of recommendation condition
- + Not defining the job title
- + Not defining the job to which the employee is transferred
- + Use of the transfer as a concealed disciplinary penalty

It should be pointed out that the purpose of formalities and binding the Public Administration with the formal and procedural rules referred to is to guarantee the good functioning of public facilities, avoid haste and improvisation in the issuance of decisions by the administration on one hand, and to protect individuals interests on the other, given that these formalities represent a guarantee for the observance of their right, and that overstepping them is a breach of this guarantee.

It is worthwhile pointing out that the Ministry of Education has provided an explicit response by undertaking to stop using transfers as a disciplinary penalty and to rectify the violating situation.

*** Disciplinary committees and the phenomenon of weakness of the investigation guarantees:**

What draws attention most concerning the submitted complaints to the Bureau is the weakness that surrounds the investigation process with the employee. This is significantly evident in regards to the investigation guarantees which should be provided to the employee under investigation. The number of complaints submitted to the Ombudsman Bureau due to a disciplinary penalty has recorded high increase, which justifies indicating that the complaint against this phenomenon is almost a common complaint which applies on most sectors of the Public Administration without specifying same.

Most important reasons behind this phenomenon:

- 1- A Weak legal background of employees, which makes them lose the ability to demand their rights and establish investigation that suits with them.
- 2- Weak of legal background of the investigation committees. It can be indicated that the investigation committees are often entrusted to administrative staff and not legal people, which explains why they do not often ascertain investigation guarantees. The Bureau has worked to solve this matter and has scored a notable success. The Public Administrations receiving recommendations from the Bureau are also credited for their constant response to this type of Bureau recommendations by rectifying errors and emphasis on taking guarantees into consideration by the Public Administration. Which makes this problem characterized by what can be called "ability to resolve without cost", and is often related to the awareness factor. But rather the Bureau has issued a recommendation of the necessity to have a legal specialist present in disciplinary or investigation committees. Response to this recommendation was realized.

The weak investigation guarantees are represented in the following matters in particular:

- 1- Not recording minutes of investigation committees.
- 2- Negligence or omission of having the employee under investigation take the legal oath with and omission of hearing his statement. Hearing the witnesses' statements without the legal oath.
- 3- Not to permit the employee investigated with to present his defense evidences.
- 4- Not to allow the employee investigated with to see the investigation papers.
- 5- Not to inform the employee investigated with of what is ascribed to him.
- 6- Not to sign the investigation minutes.
- 7- Scratching, annotation and cross outs in the statements minutes.
- 8- Imposing the penalty by the investigation committees

*** Almost complete absence of personal interview standards**

These standards are usually left to committee members to lay them down as they wish or not to lay them down at all. The Bureau noticed that this case forms a gap through which intermediary and favoritism sneak in. As some committee members resort, in these cases, to estimate the grades of oral interviews arbitrarily and discretionary. The Bureau often has seen patterns of disparity between oral and written examination grades thus making the possibility of arbitrariness possible. In many cases the person having the highest mark in the written exam gets the lowest mark in the oral exam. This phenomenon is surprising and its closest explanation to the logic, tangibility and witnessing of reality is intermediary and favoritism, through which the most efficient applicant is eliminated in a way that appears legitimate but concealed with exploitation from inside due to the absence of standards and transparency.

To eliminate any possibility of this kind, the Ombudsman Bureau deemed it necessary that the personal interviews be clear and transparent, and that their standards be detailed to the extent that make it becomes difficult for manipulation.

In this framework, we can point out to the Anti- Corruption Agreement which binds its signatories to formulate clear foundations and standards for the selection and appointment in public offices.

*** Among the prominent subjects on which the Ombudsman Bureau received a large number of complaints relate to stopping the exchange allowance to teachers**

This allowance was introduced to rectify the reluctance by many male and female teachers to serve in remote areas as their salaries are similar to those of their colleagues in the capital and cities. So, these categories of teachers refused to serve in these areas and refrained from being appointed there. Thus, the exchange allowance was approved to those categories to encourage them to serve in these areas. But if the teacher asks to be transferred to another school, whether in the same district or outside it within the same governorate and region, then the exchange allowance is stopped based on the instructions for paying the exchange allowance to teachers No. (5) of 2010. The Ombudsman Bureau alerted to the injustice of these instructions set out under Article (5/A/1) which stated, "The payment of this allowance shall be stopped permanently in the following cases even if the teacher returns to his work:

1- Transferring the teacher upon his request from the district in which he was appointed". This matter which prompted the Bureau, to recommend the cancellation of this text, and to continue paying the exchange allowance to the teacher as long as he is outside the district in which he lives.

*** Not to issue negative decisions in writing**

It is apparent that many of the government administrations make their negative decisions, such as refraining from making the decision or oral refusal, and they do not issue them in writing. That is due to the weakness of the decision, its lacking of serious reasons or inconsistent with legal practices.

3- In the Field of Services and Municipalities

*** Municipalities not agreeing on the subject of planning and lack of clarity in applying the planning standards**

Amman and other Municipalities amend the status of land use from residence to commercial to residence to industrial repeatedly. This creates a state of instability. A citizen may buy a piece of land with residence planning to be surprised that there is a license for car wash near his residence. Or he is surprised by the activities in that they are sometimes commercial and other times they are industrial. Examples are the occupations that constitute a nuisance to neighbors such as wedding halls, cafes and vocational crafts.

Among the most important features of those complaints are: 1- Nuisance, 2- Parking, 3- Pollution, 4- Friction with neighbors, 5- Traffic jams, 6- Infringing on entrances of houses, 7- Disturbing people.

It was noticed that changing the status of use is not usually done on planning bases and standards, but rather for personal considerations.

The possibility of solving this problem is clashed with obstacles, such as when those constructions obtain a commercial use permit then they obtain occupational licenses after which it becomes difficult to take any legal action against them as they become acquired rights, despite of receiving many complaints against them from the neighbors.

* **Streets in the municipalities form a great problem in terms of:**

- Frequent modification
- Not conducting a feasibility study for the street before creating it.
- Drawing streets on the charts, and when executing them it is discovered that the execution is not possible due to the presence of obstacles which were not taken into consideration.
- There are no clear standards to determine the width of the streets and executing them as per the public interest, as intermediary and favoritism interfere; whether to expand the width of the street or to narrow it without taking the planning and technical matters into consideration.
- Not opening and paving streets, particularly within the planned areas affiliated to municipalities, as it is noticed that Greater Amman Municipality and the municipalities collect fees and revenues for paving and asphaltting streets, but opening them sometimes is delayed for several years due to non-availability of allocations.

The matter can be resolved by a project similar to the project of rural electrification, through laying down specific standards that call for the requirement of opening and paving streets for every locality of more than three residences, provided that a simple tax is levied similar to the project of rural electrification.

* **Non-application of clear instructions or basis for allowances and overtime, particularly in the municipalities**

The Ombudsman Bureau noticed through the received complaints that the municipality employee is not officially commissioned when he is assigned to work overtime in accordance with the provisions of Article (14) of the Municipality Personnel Regulations of 2007 which states that: "The Minister may, upon recommendation by the Council, assign not more than 25% of municipality staff for official work of (45) hours weekly or more, and to give the employee an overtime allowance by 30% of the basic salary".

A recommendation to the Minister of Municipal Affairs was submitted to lay down instructions to control the mechanism of overtime and remunerations through Article (15) of Municipality Personnel Regulations No. 108 of 2007 and to circulate it to all municipalities.

* **Non-application of clear instructions and basis for Appointments Particularly in Municipalities**

As the Ombudsman Bureau noticed that there are no basis for the appointment of employees, particularly third category employees; who are workers and guards; as appointment is done sometimes through intermediary and acquaintances.

The Ombudsman Bureau sent a recommendation to the Ministry of Municipal Affairs to formulate and issue instructions for selecting and choosing the municipality employees based on the principles of equal opportunities, eligibility and competition in choosing the suitable person for occupying posts in municipalities. The recommendation was responded to by a circular sent to all municipalities to provide the Ministry with the bases used by them to be studied and come out with unified bases for all municipalities.

* **Slowness of the Public Administration in responding to the queries of the Ombudsman Bureau without justification**

It is noticed that many public administrations are very slow in answering the Ombudsman Bureau inquires. The Bureau often finds that this slowness is unjustified with no sufficient and convincing justification. Some Public Administrations may delay replies for months when the Bureau has addressed them several times with no avail and then at the end the response is received. If this is done, but very brief with emphasis on one point of the several inquiries and neglecting the rest of inquiries, the Ombudsman Bureau follows a flexible policy with the Public Administration in the cases when it believes that replying to its inquiries takes longer time than the time fixed by the Bureau, which at most is 15 days in compliance with the provision of the law. But the delayed cases often do not have an excuse that justifies the delay.

4- In the Field of Rights

* **Non-clarity of the Reasons for Withdrawing the National Numbers**

Upon studying the complaints submitted to the Ombudsman Bureau against the Ministry of Interior, it was discovered that the reasons for withdrawing the national numbers are not clear and that there are no transparent instructions and clear standards that enable the control of the withdrawal decision and the extent of its compatibility with the adopted standards. The Bureau believes that the issuance of the withdrawal decisions by the Follow-up and Inspection Department of the Ministry of Interior is ultimately a withdrawal of citizenship.

7.6 Complaints from 2009 which were Finalized by the Bureau in 2010

The 2009 complaints which were handled in 2010 are (34) grievances out of (105) grievances, as stated in the 2009 annual report. As the number of these grievances increased to (132) grievances with an increase of (27) grievances. This is due to the nature of investigation procedures of the Ombudsman Bureau, which are characterized by continuous follow-up on the complaint, and often require re-verification, opening of files, and studying many of the received complaints for many reasons; most prominent of which are the renewal and change of laws, procedures, instructions and facts. As was the case with procedures and instructions announced by the government through various means of media to review the policy of withdrawal of citizenships and its reaction on a number of aggrieved people who are requesting re-verification of their previous grievances related to the withdrawal of citizenship on which suitable actions were issued. Also, to reconsider the complaint which may prolong the procedures for reasons related to providing new documents that require re-opening of the investigation; in addition to the authorities granted to the President of the Ombudsman Bureau to reconsider and re-verify some finalized grievances.

The 2009 grievances which were finalized in 2010 were spread in terms of submitted grievance which amount to (34) grievances as follows: (22) grievances against administrative decisions, (5) grievances related to the requesting of services, two grievances related to requesting assistance, two grievances related to entitlement for appointment or re-appointment, two grievances on mistreatment of a public servant and one grievance against a private sector.

The actions taken towards these grievances are diversified, as it was discovered that the administration had no error in (16) grievances, (6) grievances were officially resolved, (6) recommendations were made to the various government parties of which (3) recommendations were responded to. Guidance was submitted on (4) grievances, while one grievance was filed, and one grievance was rejected for lack of competence.

Recommendations responded to were (3) recommendations distributed over on two recommendations to the Greater Amman Municipality which were responded to. One recommendation was made to Karak Chamber of Commerce. While the recommendations which were not responded to were distributed over each of Al Al-Bait University, Ministry of Health and Ministry of Labor at the rate of one recommendation to each one; while the recommendations relating to the simplification of procedures followed by the parties complained against were (6) recommendations. Three recommendations were responded to which were distributed over each of the Ministry of Health at the rate of two recommendations and one recommendation to Balqa Applied University. Recommendations made by the Ombudsman Bureau related to the simplification of proceedings were not responded to in (3) recommendations which were distributed over the Ministry of Municipal Affairs with two recommendations and one recommendation to the Ministry of Public Works.

The following table indicates the number of 2009 grievances which were finalized in 2010 as per the type of grievance, action taken and the party complained against, as well as the recommendations which were responded to.

Table (73) which indicates 2009 grievances which were finished in 2010

Party Complained Against	Complaint was rejected	Under official Follow-up	Guidance was Provided	No error in administrative action taken	Complaint was filed due to non-completion of complaint procedure	Recommendation was submitted to the party complained against due to an error in the administrative action.
Ministry of Education			1			
Ministry of Health			1	2		1
Ministry of Higher Education			1			
Ministry of Public Works				1		
Ministry of Justice			1			
Ministry of Municipal Affairs		1		3		
Ministry of Interior	1		1			
Ministry of Finance		1				
Al-Balqa Applied University				3		
Jordanian Armed Forces			1	4	1	
Greater Amman Municipality				1		2
Ministry of Labor				1		1
Greater Zarqa Municipality		1				
Greater Tafilah Municipality		1				
Al Albait University						1
Karak Chamber of Commerce						1
Mutah University				1		
Grand Total	1	4	6	16	1	6

- Complaints from 2009 where recommendations submitted thereon were responded to in 2010

- 1- In this complaint the aggrieved employee complains from not being given the overtime allowance. A recommendation was made to the Public Administration to grant him this allowance. It was given to him in 2010.
- 2- The complainant submitted a complaint aggrieving for not appointing him as Head of Ophthalmology Section. It was discovered after verification that assignment decisions for the division at Prince Hamzah Hospital were in violation of the provisions of the Civil Service Regulation as they were issued by the General Manager of the Hospital, given that Prince Hamzah Hospital regulations No (90) did not address matters related to assignments, transfers and other job situations. The occupation of supervisory positions within the context of general civil service requires the compliance with the provisions of Article (89) of the Civil Service Regulation and the eligibility efficiency and entitlement standards, therefore a recommendation was made to the public administration complained against of the necessity to take the necessary measures to correct the situations; and that the assignment of supervisory jobs should be through committees that adopt the standards of eligibility and efficiency with due consideration the grade and category in accordance with the provisions of the Civil Service Regulation. The situations were rectified in accordance with the provisions of the Civil Service Regulation.
- 3- An employee complained about terminating his contract due to his reaching (60) years before the end of his contract period, and for not paying the salaries of the remaining period of the contract. A recommendation was made to the Ministry of Education as this decision is in violation of the provisions of Clause (7) of the employment contract of employees at the account of projects, in lieu of an employee on leave or seconded employee as the complainant should have been enabled to stay in his job until the end of the contract year and not to terminate his contract on reaching the age of (60) years.
- 4- An employee at the Ministry of Public Works and Housing aggrieved against the decision of being fined the cost of the stolen equipment and deducting it from his salary, and transferring him from the Jarash Works Directorate to the Maintenance Workshop at Irbid Works ,Directorate. A recommendation was made to the Ministry of Public Works, which comprises that the fine decision was in violation of the form required by the instructions, and that the matter should have been referred to the court to show the worker's responsibility towards the cost of the stolen equipment based on the provisions of the Labor Law.

Official Support

Emphasizing on the government's keenness to support the Ombudsman Bureau, H.E. Prime Minister Samir Al-Rifai visited the Bureau on 7/3/2010 in which he emphasized on the government's support to the Bureau to enable it to achieve its objects, which enhances the rules of justice, fairness, transparency, equity and the protection of citizens' rights.

The Prime Minister said during his meeting with the President of Ombudsman Bureau and high ranking employees in the presence of the Deputy Prime Minister and Minister of State Rajai Al-Muasher, that the idea behind establishing the Ombudsman Bureau is to implement the Royal High vision of the importance of transparency, integrity, accountability and real partnership between everybody for the public interest.

The Prime Minister toured the Bureau sections and viewed its work mechanism in receiving citizens complaints and grievances and the method of its review as well as resolving them in a manner which would achieve justice and integrity between the citizens.

The President of the Ombudsman Bureau Abdul Ilah Al-Kurdi presented a briefing on the functions and authorities of the Bureau and its achievements after lapse of about one year on its establishment and mechanisms of receiving complaints, handling them and responding thereto.

8. Bureau Activities

The Ombudsman Bureau executed a number of miscellaneous activities in order to enlighten the various segments of society of the Bureau's role and importance, and of the citizens' rights to submit complaints to the Bureau, where the following was executed:

8.1 Awareness Meetings

- * Twenty meetings were held with a number of public administrations according to the following table:

Table (74) indicates the number of meetings achieved by the Ombudsman Bureau in 2010 as per the party

No.	Party	Date & Day
1	Higher Youth Council	12/01/2010
2	General Statistics Department	20/01/2010
3	Jordan News Agency	21/01/2010
4	The Hashemite University	10/02/2010
5	Ministry of Political Development	17/02/2010
6	Social Security Corporation	22/02/2010
7	Ministry of Telecommunications & Information Technology	04/03/2010
8	Income & Sales Tax Department	08/03/2010
9	Ministry of Public Sector Development	11/03/2010
10	National Training Institute	23/03/2010
11	Yarmuk University	19/04/2010
12	Petra Province Authority for Tourism	05/05/2010
13	Aqaba Special Economic Zone Authority	06/05/2010
14	Royal Cultural Center	30/05/2010
15	Ministry of Industry & Trade	29/06/2010
16	Al Albait University	13/07/2010
17	Ministry of Labor	20/09/2010
18	Ministry of Agriculture	02/11/2010
19	National Training Institute for participants in the course for preparing Adm. Leaders Course	20/10/2010
20	Jordan News Agency (Petra)	21/12/2010

*** Meetings with public activists in the Governorates**

Eight meetings were held with public activist in the Governorates according to the following table.

Table (75) indicates the number of meetings held by Ombudsman Bureau with public activists in 2010

No.	Governorate	Date
1	Zarqa	10/02/2010
2	Tafilah	03/03/2010
3	Irbid	19/04/2010
4	Ma'an	05/05/2010
5	Aqaba	06/05/2010
6	Ajloun	09/06/2010
7	Jarash	21/06/2010
8	Mafraq	13/07/2010

*** Miscellaneous meetings**

Five miscellaneous meetings were held according to the following table

Table (76) indicates the number of other meetings held by the Ombudsman Bureau in 2010

1	Royal Police Academy	22/3/2010
2	Faiha Social Cultural Sport-Club	11/5/2010
3	Voice of Karak Broadcasting - Mu'tah University	14/6/2010
4	Lecture on the Ombudsman Bureau to Ambassadors in Jordan	3/11/2010
5	Lecture in Sabah Cultural Forum	18/12/2010

8.2 Relationships with Counterparts and Similar Institutions

a) National Institutions

* Twelve coordination meetings were held with various national institutions and "Memorandums of Understanding" were signed to find a common work mechanism that leads to the simplification of work procedures between the Ombudsman Bureau and the concerned institutions as per the following table:

- * Higher Youth Council
- * Jordan News Agency (Petra)
- * Ministry of Public Sector Development
- * Balqa Applied University
- * National Centre for Human Rights
- * Audit Bureau
- * Anti- Corruption Commission
- * Ministry of Foreign Affairs
- * Ministry of Tele-Communication and Information Technology
- * King Abdullah II Centre for Excellence
- * Rule of Law Program/ USAID

b) Foreign Institutions

- * People Right Protector Bureau / South Africa
- * Department of the French Mediator

8.3 Other Activities

- Participation in local and international conferences and meetings

Out of Ombudsman Bureau's belief in the importance of inter- communication with counterpart institutions, influential parties and those influenced by the work of the Bureau, whether inside or outside the Kingdom, and in order for them to be aware of the Bureau's experience, we participated in three local meetings and four international meetings distributed as follows:

No.	Local Participations
1	Participated by a working paper in the conference of "Corruption and its Effects on the Economic and Social Development"/ University of Jordan
2	& Participated by a working paper in the conference of "Legal Protection for the Family between Reality Ambition"/ International Convention for Law Colleges/ Amman Private University

No.	Arab and International Participations
1	Participated in the Anti-Corruption Conference in Yemen
2	Participated by a working paper in the conference of "Building Strategic Partnerships in the Arab Area for Encountering Corruption", organized by the Regional Office for Arab Countries and Anti-Corruption Commission in Amman
3	Participated in the Fourth Meeting of the Mediterranean Ombudsman Association, Madrid/ Spain
4	Participated in the Human Rights Conference on (Human Rights and International & Regional Guarantees) Paris/ France
5	Business visit to the People Rights Protector Bureau in South Africa and signing a "Memorandum of Understanding".

- Delegation Visits

* Nine delegations were received to acquaint them with the Ombudsman Bureau's experience and its work mechanisms which were distributed as follows :

- 1- Delegation from the Saudi Ombudsman Bureau
- 2- Mediator of the French Republic.
- 3- Delegation from the Palestinian Council of Ministers-General Administration for Complaints
- 4- Deputy Representative of Mission of the Republic of China in Jordan
- 5- Ambassador of South Africa in Jordan, Dr. Molivi Tsili
- 6- Representative of the International Bank Delegation in May, June and September
- 7- Delegation from the USAID
- 8- Delegation from the European Union
- 9- Women's Empowerment Program/ Queen Zein Institute for Development.

- Educational Programs

- * In order to enable the employees of the Ombudsman Bureau to build and develop their abilities, four educational courses were held at the Bureau's headquarters and one course was hosted by Institute of the Public Administration which were distributed as follows:

No.	Training Program
1	A program on the concepts and mechanisms of Civil Service Bureau's work
2	Legal Awareness Program for the Bureau's employees (Civil Service Regulation- Code of Work Ethics - Social Security- Medical Insurance)
3	Typing Course
4	A program on Performance Evaluation in cooperation with the Civil Service Bureau
5	Workshop of work mechanisms of French Mediator Department (mechanism of receiving complaints, verification, settlement, media and studies) hosted by the National Training Institute.

- Communication with Media

- * Due to the importance of communication with various means of media, which are considered an active partner in introducing the Bureau, relentless work has been carried out to employ various spectrum of media work in highlighting the role of the Ombudsman Bureau and introducing it. Sixteen media meetings, ranging between radio, television and press meetings were recorded. In addition to holding special meetings with a number of columnists in the Jordanian newspapers and acquainting them with the Bureau's work mechanism.

Broadcasting Stations	6
TV	3
Press	4
Columnists	3

Communication was also established with (Farah Al-Nas) broadcasting station, recording (3) acting texts derived from the success stories achieved by the Bureau, which were broadcasted over the radio.

- Bureau's Outreach Efforts with the Public

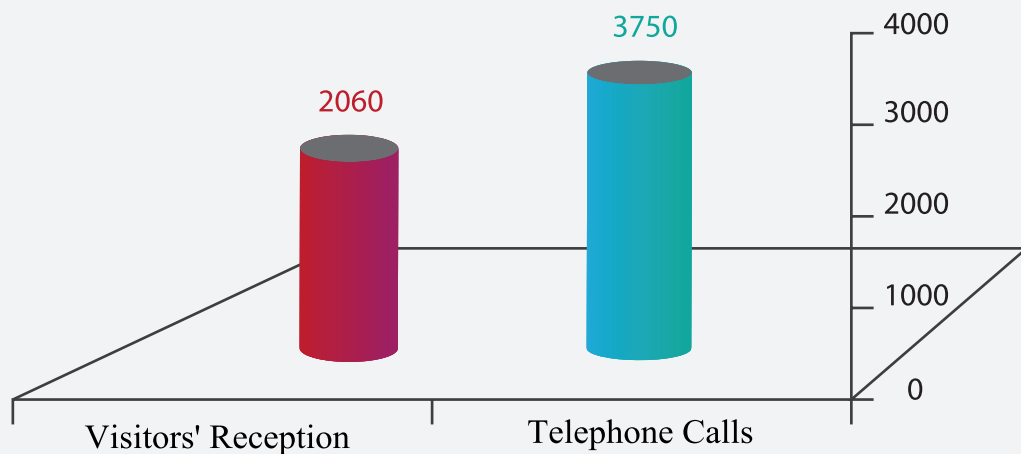
The Ombudsman Bureau's efforts are not limited to proceedings and activities mentioned in the official information and statistics of the Ombudsman Bureau, but rather there are great efforts which are being made on the sidelines of receiving aggrieved people, listening to their grievances, conducting interviews with them, helping them in writing complaints, defining their demands, filling in the forms correctly and helping them in identifying the incident in an objective manner, which reflects positively on the complainants; particularly if we know that a large percentage of the complainants are not convinced with the little time, but they tend to dwell in presenting their grievances and inquiries thereby requiring the allocation of enough time and freedom of expression to all aggrieved people.

The Bureau also received many people of different ages, nationalities and interests, who seek inquiries related to the work of the Ombudsman Bureau, or inquire about legal matters or Ombudsman Bureau's work mechanism and the basis adopted therein. Among them are many lawyers and legal people. Visitors who were dealt with during 2010 are around 2060 visitors.

In addition to the above, answering telephone calls and inquires received by the Bureau are done daily and round-the-clock; in addition to communication with administrations complained against in order to find quick solutions. Through statistical

monitoring thereto, there were 3750 telephone calls in 2010, through which inquiries and questions were replied, guidance or clarification given, or quick measures taken with the public administration which more often ended with satisfactory solutions to all parties, offering guidance information data or important advice which in many instances have done away with the official registration of complaints or personal appearance at the Ombudsman Bureau building.

Year 2010



Additional efforts exerted by the Ombudsman Bureau in 2010

- Means of Introductory Aids

1. Introduction papers

- An introduction paper was prepared on the role of Ombudsman Bureau by the Ministry of Education to be included in the curricula of ninth grade students.
- An introduction paper was prepared on the Ombudsman Bureau to the University of Jordan to be included as part of the University curricula.

2. Hot Line

In order to simplify work proceedings and to ensure the quick response to citizens' complaints as well as respond to them, the Bureau introduced the hotline to enable complainants to inquire about their complaints and what was done regarding them. The Free toll telephone No. (080022284) was assigned from 8:30 AM till 2:30 PM.

3. Website: www.ombudsamn.org.jo

The Bureau was keen on preparing a website which is easy to browse in order to facilitate things for citizens and provide them with the largest possible volume of information. As its pages vary between law, instructions and a guide of the most important inquires received by the Bureau with their replies. This website is being updated with the Bureau's news every now and then.

