



OXFORD ANALYTICA

JORDAN

FISCAL TRANSPARENCY

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JORDAN



COMPLIANCE RATINGS

<i>Fiscal transparency</i>	2006	2005	2004	2003
Clarity of roles	●●●●	●●●	●●●	●●
Availability of information	●●●	●●●	●●	●●
Budget preparation	●●●	●●●	●●●	●●
Accountability	●●	●●	●●	●●
Score	3.00	2.75	2.50	2.00

OUTLOOK & COMMENTARY

Jordan has made significant progress in 2006 as earlier efforts began to produce results with new anti-corruption legislation and the rationalisation and efficiency of the tax regime and institutions. Elsewhere, the 'We Are All Jordan' Forum has added to the effort of the 2005 National Agenda, whose recommendations are now being implemented.

Government efforts to implement other major programmes, including adoption of the Government Financial Statistics Manual (GFSM) 2001, the Financial Management Reform Programme, and the Public Sector Reform Programme have been ongoing in 2006. On the basis of progress in 2006, 2007 is expected to see new tax laws to rationalise the system further, the final stages of IMF Special Data Dissemination Standards (SDDS) implementation, and the Public Expenditure Review (PER) widened to eight further ministries.

EXECUTIVE SUMMARY

3.00 Enacted

Jordan has continued to make steady progress towards fiscal transparency during 2006, though room for further improvement remains in such areas as budget coverage and classification. The Public Sector Reform (PSR), which is aimed at streamlining and rationalising ministries and departments, is progressing well. So is the Financial Management Reform Programme, which is tackling the areas of public expenditure and results-oriented budgeting. The IMF has also praised debt targets introduced to anchor the medium-term fiscal framework (MTFF); enhanced coverage, timeliness, and periodicity of the budget and fiscal reports; and reforms related to the budget classification and treasury management.

Jordan has seen a considerable amount of legislative activity in the past twelve months, leading to improvements in a number of areas. Following consultations with European experts, an ombudsman has been established through the Registrar of Grievances Law. A new Anti-Corruption Law has established an autonomous investigative commission, while a Personal Financial Capability Disclosure Bill will, if enacted as expected in 2007, require high-ranking public servants to disclose their financial assets.

Efforts have been made to rationalise the tax system, as recommended by the 2005 National Agenda. Further to the creation of the large and medium taxpayer offices, efforts are now being made to put a small taxpayer office in place. Other legislation to clarify the tax system has been held up in the legislature although the Income Tax Law and Sales Tax Law will be reintroduced in 2007.

Five more companies, including Jordan Telecom, were privatised in 2006 as the process continued to move forward. The Executive Privatisation Commission, which is increasing the use of independent advisors, published a first assessment of the impact of privatisation in Jordan.

In addition to the National Agenda reform programme formulated in 2005, this year the Jordanian government launched the 'We Are All Jordan' Forum. The forum is designed to be more comprehensive than the National Agenda, reaching down to the municipality level while including regional issues relating to the West Bank, Palestine and Iraq. The Forum looks to the regional level as well, not just the domestic level as the National Agenda does. Much legislative activity will come out of both the National Agenda and the 'We Are All Jordan' Forum. The mandate of the Forum covers six major areas: the Palestine issue, political reform, external challenges, domestic development, economic reform and social security. Following the Forum in July, a 27-member panel was established to look into potential legislation and ways of handling the issues it is mandated to look into.¹

Jordan's score has increased from 2.75 in 2005 to 3.00 in 2006.

1. CLARITY OF ROLES, RESPONSIBILITIES AND OBJECTIVES



Compliance in Progress

The government sector should be distinguished from the rest of the public sector and from the rest of the economy, and policy and management roles within the public sector should be clear and publicly disclosed.

Structure, functions, and responsibilities of government

The government structure in Jordan is clearly set out in the 1952 Constitution. The broad functions of ministries and related government agencies are determined by the king and the cabinet, and are specified in the law.² Equally, the Municipality Law of 1955 clearly states the relations between the central government and the municipalities, listing the duties and revenues of the latter. The central government is still involved to some extent at the local level as it has taken over school and health services.³ A final challenge remains full compliance with Government Finance Statistics Manual (GFSM) 2001, notably the incorporation of autonomous agencies budgets into the government budget and their publication in the GFSM 2001 format.⁴

The government is now more committed to reform than in the past, when it preferred to suggest change rather than implement it. There is also more stability in state financial institutions, such as the Ministry of Finance (MoF), the Central Bank of Jordan (CBJ), the Jordanian Securities Commission (JSC) and the stock exchange. The government continues to push ahead with a number of civil service reforms and has considerably reduced levels of red tape. Jordan has completed reforms of the military and the civil service pension systems, which have been essential moves towards greater fiscal consolidation over both the medium and the long term. The World Bank has noted the efforts to increase transparency and during 2006-10 it will be funding a programme to look into Pension Reform.⁵

However, hurdles remain. While the reality is that the CBJ operates monetary policy independently, the IMF has raised concerns that the CBJ is not *fully* independent since its objective of promoting economic growth in accordance with government economic policy could lead to central interference. While the government has started to tackle corruption seriously, the constitution does not provide effective means for ensuring accountability and liability to prosecution. In order to rectify this, Jordan has been in consultations with experts from Denmark, Norway, Sweden and the Netherlands to establish an ombudsman -- as mandated in the 2006 Registrar of Grievances Law -- to whom the public can turn, should they have a complaint against a ministry or any other part of the government.⁶

Several years of political wrangling between executive and legislature led to the suspension of parliament in 2001. When it reconvened in 2003, the preparation and approval of new laws accelerated. However, the lack of scrutiny of draft legislation meant that some laws were poorly adapted to Jordan's circumstances, lacking sufficient consideration for local economic and business conditions. For example, commentators judged that the enacted competition law goes too far in curbing private sector monopolies, while the lack of public scrutiny of fiscal reports has also proved detrimental for transparency.⁷

Coordination and management of budgetary activities

The MoF and the CBJ have been working to improve the separation of fiscal and monetary responsibilities and activities. The MoF is responsible for coordinating and managing budgetary and extra-budgetary activities, and the CBJ acts as banker and fiscal agent to the state. The constitution specifies requirements for budget approval by the National Assembly, but does not specify responsibilities for preparation of the budget.⁸

Relations between government and public sector agencies

Distinctions between the government sector and the rest of the public sector are not always clear, owing to a lack of detailed specification of management and policy roles. Autonomous agencies remain financially and administratively independent despite minor risks that they may incur limited quasi-fiscal costs in enacting their missions.⁹

The government has embarked on a new strategy with the Public Sector Reform (PSR), which is aimed at streamlining and rationalising ministries and departments. A policy unit within the Prime Minister's Office has been created and tasked with performance reporting of the line ministries. Pilot programmes that have already proved successful in the Ministries of Health and Planning have also been extended to the Ministry of Public Works.¹⁰ This continues to be the extension of the PSR strategy to most of government by 2009. Overall, the PSR is progressing well, though commentators noted that in some cases the lack of continuity of high-level personnel in the main ministries makes completing the implementation of any streamlining programmes more difficult.

Government involvement in the private sector

Jordan's privatisation programme began in 1996 and was judged as a regional leader by the World Bank in 2001. The privatisation process is becoming increasingly efficient as efforts by the Executive Privatisation Committee (EPC) to increase the use of independent advisers and consultants start to take effect.¹¹ Proceeds from privatisation are to be used only for debt reduction operations.

The privatisation process has seen a number of improvements since former Minister of Finance Mohammed Abu Hammour took over the EPC. Having met only six times in the previous ten years, it has held 13 meetings in 2006. The commission's steering and technical committees are now meeting more regularly and are required to submit regular progress reports.¹² All offers for any project are opened in the presence of the bidders and the EPC's accounts are audited by the Jordan Audit Bureau (JAB). The information on the EPC website, re-launched in December 2006, is updated regularly to show, for example, all decisions taken on the privatisation of companies. The EPC has commissioned a number of works looking into privatisation, including Jordan's first privatisation impact study using independent consultants and a report providing information on procedures in Jordan that incorporates the experience from other countries.¹³ There continues to be much resistance to privatisation, so the EPC hopes that the independent privatisation impact study will help to communicate the broad benefits it can bring. In addition to these efforts, the EPC has engaged with Muslim leaders to discuss privatisation and its benefits.

Five significant companies were privatised in 2006: Jordan Telecom, Jordan Phosphate Mines, Agricultural Marketing and Processing Company (AMPCO), Jordan Airline Training and Simulation Company (JATS), and Jericho (aircraft maintenance). Jordan Telecom was privatised after a lengthy negotiation and efforts continue to sell Royal Jordanian, the national airline. Although parts of the company, such as catering, have already been privatised, with the sale of its support activities coming in September 2006, the core business will most likely be sold in 2007, later than originally hoped. The government still owns 29% of the Jordan Phosphate Mines Company, having sold 37%, as planned, to the Brunei Investment Agency in March 2006 for 112 million US dollars.¹⁴ The regulatory agencies have been established to prevent the creation of private monopolies appear to be working well.¹⁵ The IMF

has raised concerns that the proceeds from privatisation are being managed outside the budget in the Privatisation Proceeds Fund.¹⁶

The health and education sectors will remain primarily the responsibility of the government. However, Jordan does have a private health provision that includes hospitals, clinics, laboratories and health insurance. There are also a substantial number of private schools at all levels and a large number of private universities. The Ministry of Education is also considering inviting private contractors to build new state schools on a build-operate-transfer basis.

Commentators stated that the privatisation process has been transparent and without any significant problems, but they have questioned the method of privatisation. Furthermore, the government maintains the legal right to interfere using its "golden share".¹⁷ Although this veto right has never been exercised, in the event that the private sector fails to deliver the required services, the government could make a case for intervening in the national interest.

There should be a clear legal and administrative framework for fiscal management.

Legal framework for budgetary activities

The legal and administrative framework for fiscal management is set up by the annual Budget Law and a number of relevant regulations from the MoF. The Budget Law covers all commitments or expenditures of public funds. In addition, Financial By-Law No. 3 of 1994 specifies a classification framework for all financial affairs, such as revenues, expenditures, documentation and records. This by-law also covers the procedures for implementing the framework and the associated financial and accounting basis.¹⁸ Coordination and management between budgetary and extra-budgetary activities is less defined: the minister of finance can set limits on the balances of off-budget accounts belonging to revenue collecting agencies, but the revenue and transactions of these accounts are not incorporated in the budget. Neither does the MoF have control over the special bank accounts related to external loans managed by the Ministry of Planning (MoP) and other ministries that reach over 5% of GDP.

Legal framework for taxation

A unified Income Tax and Sales Tax Departments (ISTD) was established in January 2004 under a single director general who reports to the minister of finance.¹⁹ This was accompanied by improvements in tax collection and a crack down fraud. In 2006, income tax and general sales tax receipts went up, partly due to improved administration, although the IMF believes that greater gains can be made with further strengthening of the tax administration and a broadening of the tax base.²⁰ The planned large and medium taxpayer offices have been put in place; USAID is helping to establish a small taxpayer office.²¹ Plans for the gradual establishment of an integrated head office are still to be implemented.²²

In 2005 the Jordanian government instigated a ten-year socio-economic development plan, entitled the National Agenda. Focussed on developing a meritocratic, efficient public service, the National Agenda is grouped into eight themes including Financial Services and Fiscal Reform, Political Development and Inclusion and Investment Development. Each theme is driven by specific targets and recommendations. The National Agenda called for sweeping tax reform to reduce evasion, make collection easier and attract greater foreign investment. However, its suggestion that corporate tax be set at a uniform level of 20% percent -- currently various sectors are taxed differently, with industrials at 15% and banks at 35% percent -- was turned down by parliament.²³ The MoF is now revising the proposed tax law and will re-submit it to Parliament with a final corporate tax rate of 22%. Despite scepticism, the government introduced a new Income Tax Law in early 2006 with the aim of widening the taxpayer base (only 11% of tax receipts currently comes from income tax), while abolishing current deductions and exemptions and raising the ceiling of taxable individual income.²⁴ This was also rejected by parliament, which wanted more exemptions: the government plans to submit an amended version in 2007 that will include an attempt to

re-introduce capital gains tax.²⁵ In August, the government announced modifications to the Sales Tax Law to introduce heavier duties on some items (alcohol, cigarettes, and telecommunications services) while reducing them on others (natural gas and cement).²⁶ There is a need to simplify the tax system, improve tax collection, counter tax evasion, and coordinate between different tax departments.²⁷ The IMF has noted that the tax framework is stable, but highlighted a weakness in income tax compliance owing to incomplete observance of accounting rules, difficulties in tackling fraud, and the fact that tax assessors can negotiate with taxpayers.²⁸ The Financial Management Reform Programme (FMRP) is looking to implement more efficient tax collection.

Ethical standards for public servants

In November 2006 the Anti-Corruption Law was passed, consolidating measures contained within other acts. The law established an autonomous six-member corruption commission, with the task of investigating current and former officials, public institutions and “exposing and investigating cases of corruption, including financial and administrative corruption, fighting *wasta* (good mediation offices) and favouritism”.²⁹ The commission will be linked to the prime minister -- which some commentators fear will jeopardise its independence -- but be financially and administratively independent.³⁰ In its wide brief, the commission can practice any legal behaviour for achieving its goals and cannot be interfered with by any other agency. Furthermore, in 2006 the Personal Financial Capability Disclosure Law was issued (but not yet passed), establishing a governmental entity to which senior officials must reveal their financial assets.³¹ In addition, an anti-money laundering law was passed in 2006.³² All laws are published in the official gazette in Arabic and will be subsequently be available in English.³³

2. PUBLIC AVAILABILITY OF INFORMATION

●●● Enacted

The public should be provided with full information on the past, current and projected fiscal activity of government.

The main budget documents are the *Budget Speech*, the annual budget law and the budgets of the autonomous agencies. The budget law covers the line ministries and agencies, although data on military spending are incomplete. The budgets for the 39 autonomous agencies are now presented in the *Autonomous Budget Organizations* report. This details their consolidated budget and is compiled by the General Budget Directorate. The annual budget law includes budget revenue by major categories and current and capital expenditure provisions by ministries and line agencies. The budget documents, however, do not include, even for information purposes, extra-budgetary funds and off-budget accounts.

In general terms, data continue to fall short of international standards in terms of transparency, disclosure and comprehensiveness in certain areas, though Jordan produces and disseminates data and information in accordance with the IMF General Data Dissemination System (GDDS).³⁴ Jordan is working hard to improve its statistics and is making good progress towards complying with the Special Data Dissemination System (SDDS). Experts are working with the central bank, the MoF and the Department of Statistics to finalise what is needed for full SDDS compliance, which is hoped will be achieved in the next one to two years.³⁵ Current issues surround the quality of general, not central, government data. As of 2005, an expanded *General Government Finance Bulletin* compiles data, using SDDS, on central government, 39 decentralised agencies, municipalities, local councils and the Social Security Corporation. The bulletin is published monthly in English on the MoF website.³⁶

Commentators have maintained that there is a lack of communication between the central bank, the MoF and the Department of Statistics, despite their existing institutionalised relations. The Department of Statistics also collaborates with the statistics departments in the MoF and CBJ, through a number of joint committees.³⁷ There have been efforts towards creating a system to centralise statistics, which would be the responsibility of the central bank, though it is not clear when this system will be up and running. Balance of payments statistics have been published according to the *Fifth Edition of the Balance of Payments Manual* (BPM5) since June 2004. FDI data, once criticised, are now contained in the CBJ's *Monthly Statistical Bulletin*, despite the data having a 'preliminary' status since 2003.³⁸ The Department of Statistics is working to compile the international investment position, and it is thought that regular publication will start from the end of 2006.

Following the completion of a stand-by arrangement with the IMF in July 2004, the government and the MoF sought to further improve fiscal management and transparency, as requested by King Abdullah. To this end, Jordan established its own programme known as the National Agenda, in 2005, which also serves as a blueprint for Jordan's political and economic development over the next decade. While similar to the IMF programmes, it is suggested that the National Agenda is more comprehensive, covers more sectors (social and political, as well as economic) and includes specific targets for areas it covers. The National Agenda was presented to King Abdullah in November 2005 and was drawn up by a combination of public and private sector figures. It includes a number of initiatives on tax reform, pension reform and public expenditure and looks to increase economic growth by 6-7% over the next ten years. Under the National Agenda there will be three regions in Jordan, so the budget will require reorganisation in terms of the new regions.³⁹

Reporting of Contingent Liabilities, Quasi-Fiscal Activities and Tax Expenditures

At the moment, the Government does not include statements of contingent liabilities in its budget documents, including those associated with the minimum dividend-capital ratio guaranteed to Industrial Development Bank (IDB) equity holders and government loan guarantees. Equally, as noted by the IMF, the framework for debt management does not currently address issues related to contingent liabilities associated with public/private partnerships (PPPs) and these are not reported in official documents. Quasi-fiscal activities, although modest, are conducted by public financial institutions on government business: while their costs are reported in their own annual reports (and by the CBJ), they are not reported centrally. Neither are estimates of tax expenditures included in budget documents or annual accounts. Some economic sectors, including hotel accommodation, transport and electricity, are exempt from General Sales Tax (GST) and different rates of corporate income tax are imposed depending on economic activity (although this is due to change). Furthermore, tax concessions are mentioned in the Budget Speech but without estimations of their cost.⁴⁰

Government websites continue to lack detailed information; however, there have been improvements in the timeliness and comprehensiveness of the data on the MoF website -- for example, the website now includes the public debt bulletin and the Strategic Plan.⁴¹ There is a need for a comprehensive integrated IT system for the financial system, as there is currently no computer database covering all activities related to the public financial sector. A committee to examine the practicalities of introducing e-government (including e-procurement and e-accounting) published its findings in June and has set out the government's vision for 2006-9.⁴²

Central government operations

The MoF's annual final accounts include fiscal outturns for the two preceding years and forecasts of the main budget aggregates for the reference year. The annual Budget Speech (or 'Budget Letter') is published in the *General Government Finance Bulletin* when it is first presented, and it is subsequently available in Arabic on the MoF website.⁴³ However, full budget data since 1997 are not available as the Budget Department, in cooperation with the World Bank, is working on their classification. The Department of Statistics publishes a series of national accounts estimates at base prices.⁴⁴

The accuracy and availability of data on the overall economic and fiscal activity have improved during the past few years. The Department of Statistics now publishes quarterly national accounts data with a lag of not more than seventy days. The MoF and all government agencies and departments use these data.⁴⁵ The principal regular publication of the MoF remains its *General Government Finance Bulletin*. In addition, the MoF and the CBJ now regularly publish the summaries of Jordan's Article IV Consultations with the IMF, as well as the letters of intent.⁴⁶

Debt and financial asset reporting

Information on debt servicing is disclosed in the *General Government Finance Bulletin*, which contains a separate table showing the debt level of public entities. Data on debt are separated into government and government-guaranteed. A *Public Debt Bulletin* is also published on a quarterly basis.

There is some concern among commentators that data on the government's fiscal position are not comprehensive enough to be useful to the private sector (and indeed foreign investors). The reported data, although helpful on a macro level, do not highlight variations and developments, in particular with reference to regular and extraordinary grants.⁴⁷ Jordan has taken the prudent course of only including secure grants in budget documentation despite parliamentary opposition to the likely underestimation.⁴⁸ Detailed statements are given out by the government on grants and soft loans at press conferences and on request.⁴⁹ While there is monthly reporting of central government

and public agencies deposits, there are no systematic reports of government holdings of companies and other financial assets.

Public sector operations

While there is no legal framework mandating that the MoF report fiscal data, the MoF publishes annual final accounts covering all the central government units that are included in the budget. It also publishes disaggregated revenue and expenditure data for the 26 autonomous government agencies, such as the Social Security Corporation (SSC) and the national public transportation and water authorities.⁵⁰ Information on debt levels is set out in the *General Government Financial Bulletin*, available from the MoF's website.⁵¹ Debt data from the bulletin are used by the CBJ for its *Monthly Statistical Bulletin*. In 2006, SSC and municipalities' budgets have been included in the *General Government Finance Bulletin*.⁵²

By law, the MoF cannot borrow from the CBJ beyond a fixed overdraft limit, nor can it borrow directly from the SSC or the banking system. Some public financial institutions conduct quasi-fiscal activities as part of their respective missions on behalf of the government: these include such things as providing loans at below market rates.

The 2001 Public Debt Management Law required the government to reduce overall public debt to less than 80% of GDP by the end of 2006, and this became a paramount objective of the government fiscal strategy over the medium term.⁵³ Despite having to overcome the fact that the coordination between cash and debt management is weak, near the end of 2006 this was achieved with public debt standing at 76% of GDP.⁵⁴ The IMF has recommended that a target of 60% is set for 2011 and that the government sets out a medium-term path for the primary balance, excluding grants.⁵⁵ Steps have been taken to remedy the weakness in cash and debt management coordination with a steering committee established in 2005 to supervise the development and implementation of an annual financial plan. In addition to replacing high-interest loans from the SSC with lower-interest T-Bills and T-Bonds, the MoF has also arranged debt swaps with European countries and interest reductions on debts to Japan.⁵⁶

A commitment should be made to the timely publication of fiscal information

Advance release calendars

There are plans to introduce an advance release calendar in 2008. In 2002 and 2003, the Department of Statistics internally tested an advance release calendar but with no plans to make it public.⁵⁷ The new *General Government Finance Bulletin* comments on the issues of advance release to the effect that all data are released and made available on the 26th of each month. Monthly fiscal data are published in the *General Government Finance Bulletin* four weeks after the end of the reference period. The Department of Statistics aims to publish annual data within three months of the reference year, while the annual final accounts appear between six and nine months after the end of reference year.⁵⁸

There is no pre-release of information to other government agencies and data are released simultaneously to all users.

3. OPEN BUDGET PREPARATION, EXECUTION, AND REPORTING



Fiscal policy objectives, macroeconomic framework, and risks

Fiscal policy objectives

The government remains committed to economic liberalisation and is focusing economic policy on stimulating growth to prevent increases in unemployment and poverty.⁵⁹ The government has stepped up the pace in the implementation of the Public Sector Reform (PSR), keeping its reform and structural adjustments on track for the bureaucracy and pensions sector.⁶⁰

With support from the IMF, World Bank and GTZ (German Technical Cooperation), Jordan has taken many steps to strengthen fiscal policy and its management. One major effort, under the PSR, is the Financial Management Reform Programme (FMRP), both of which are run by steering committees. The FMRP aims to increase the efficiency of the planning, preparation and execution of the budget and its main projects, which are at various stages of implementation, include: a Medium Term Fiscal Framework (MTFF); results-oriented budgeting (ROB); a Single Treasury Account; Government Finance Statistics Manual (GFSM) 2001; improved cash flow management; a Government Financial Management Information System (GFMS); e-accounting, e-procurement and e-payment; and a public expenditure review (PER).

In 2004, under the FMRP, four task forces were formed covering macroeconomic forecasting, revenue forecasting, expenditure forecasting and the Medium Term Fiscal Framework (MTFF). They work under a steering committee that includes the secretary general of the MoF, the secretary general of the MoP, and the director general of the Budget Department. This committee has, in turn, set up a technical committee. In their recommendations, the task forces look at how to manage the deficit and at forecasting, although this forms a part of the MoF strategy to reduce the budget deficit.⁶¹ Reform work conducted by the task forces is ongoing: the MTFF task force is currently working with the Budget Department on the fiscal situation for 2007-9 and has seen its efforts to reduce budget distortions incorporated into the tax laws. The MTFF task force is also looking at ROB and expenditure control, and has been working with the World Bank on the PER. The latter has already been piloted in the Ministries of Education and Public Works which have completed initial phases. The aim is now to carry out the PER to eight further ministries, and many PER recommendations (e.g. eliminating oil subsidies) have been included in the National Agenda.⁶²

Starting in 2004, the government took the initiative of involving the private sector in the decision-making process when planning fiscal policy. The prime minister has held several meetings with representatives from the private sector, trade unions, social institutions and civil service representatives. Furthermore, the MoF formed a partnership council with representatives from the private sector in order to discuss issues of concern to the sector and to take them into consideration when planning fiscal policy.⁶³ Recent tax reforms were negotiated with the private sector, and the National Agenda committee is primarily composed of private sector representatives.⁶⁴

Macroeconomic framework

The budget provides for a macroeconomic framework based on a medium-term fiscal strategy that aims, *inter alia*, to further reduce public debt and unfunded future pension liabilities, broaden the general sales and income tax bases, and pursue the privatisation of virtually all of the remaining state-owned commercial enterprises.

Fiscal risks

Major fiscal risks are not quantified in the annual budget documentation but are briefly mentioned in the annual Budget Speech.⁶⁵ While the IMF concluded that sensitivity of budget estimates to economic variables was not tested, the Medium Term Fiscal Framework (MTFF) task force investigates them for the current fiscal year and three years ahead: it also incorporates sensitivity and scenario analysis of economic variables and fiscal risks. While these are not published, they are available on request. Furthermore, the annual Budget Law has prohibited off-budget expenditure or advances. Under current practices at the MoF, the risk of off-budget expenditures or advances appears to be small, although the IMF has noted that new forms of contingent liabilities are arising from sovereign guarantees extended under PPP schemes⁶⁶. Indeed, no information is provided on contingent liabilities. The MoF has received German technical assistance to set up a tax-revenue econometric forecasting model able to treat variations in assumptions.

Fiscal sustainability

The MoF fiscal position is detailed in the Single Treasury Account, which includes the balance of the single consolidated accounts in turn converted to the Main Public Treasury Account in the CBJ. The government has undertaken a full review and reform of military and civil service pensions; broadened the tax base; and reduced the remaining subsidies on petroleum products. The MoF is planning to eliminate remaining indirect subsidies on commodities -- especially fuel subsidies by 2007 -- over the next four years.⁶⁷ The energy market is to be opened completely in 2007 with the ending of the Jordan Petroleum Refinery Company concession that gives it the sole right to refine and sell oil products in Jordan.⁶⁸ Proceeds from privatisation are to be used only for debt reduction operations.⁶⁹ At the same time, the negotiation of debt forgiveness arrangements and more efficient debt management are also expected to help the MoF meet its tight fiscal targets.⁷⁰

The task forces formed as part of the FMRP are important in preparing the budget and will continue to serve as a key players in managing the deficit. In addition, five special financial advisers have been appointed to form a Macro Fiscal Unit to follow up on the performance of each of the task forces, reporting directly to the minister of finance.⁷¹

Budget presentation

The annual Budget Speech presents summaries of key economic indicators for the current and reference years, together with statements of the budget's focus and indicators. The commentary in the speech sets the overall objectives of the budget, yet does not provide a clear picture of the main policy objectives by using a functional classification. The budget for the reference year is set out in the appendix.⁷² Before the budget is sent to the Senate, a financial committee composed of private sector individuals and financial experts is consulted. According to the Budget Law, the Senate may only reduce, but not increase, budget expenditure.

There are some concerns about the current situation, however. While estimates of budgetary costs are identified in budget documents, those of new initiatives and ongoing costs of government policies are not clearly distinguished. In the area of capital expenditure, the MoP and the Budget Department are working to clarify data, especially on ongoing projects, although the projects coming out of the National Agenda and the 'We Are All Jordan' Forum (amounting to more than 1 billion Jordanian dinars, 1.4 billion US dollars) have the potential to make the task more cumbersome.⁷³ In 2005, the budgets of autonomous agencies were included for the first time but as they follow a different format of accounting it is difficult to consolidate the accounts with those of the central government.⁷⁴ By 2009, it is hoped that new recommendations for the budgets of autonomous agencies -- currently being discussed in parliament -- will be in place.⁷⁵ Furthermore, there are concerns about extra-budgetary funds. While the majority of them are available in consolidated general government data (e.g. those for customs and tax departments, the ministry

of industry and trade), these are incomplete and some do not even appear -- most notably the budget of the Social Security Corporation (SSC).

The government is integrating the Plan for Social and Economic Transformation (PSET) into the budget in order to improve efficiency and reduce spending. Individual projects will be allocated to the responsible spending agencies within their overall expenditure ceilings.⁷⁶ As noted by the IMF, the MoF will integrate all budget preparation and execution functions under its authority to improve budget management.⁷⁷

Budget execution and monitoring

The MoF has a Fiscal Monitoring Unit and uses a reclassified system for government accounts that was implemented in 2000 at the MoF and the CBJ. The MoF is looking to develop a system of results-oriented budgeting (ROB), under FMRP. ROB currently exists for some headline figures (e.g. debt targets), but there are plans to extend this to a pilot in the education ministry in 2007. With the technical assistance of the US government, the full system is expected to be in place by 2009. However, the IMF has stated that, as the basic elements such as appropriate budget classification systems, accounting arrangements, and internal auditing systems are not in place, recent attempts at results-oriented budgeting will have little impact on performance.⁷⁸

The General Accounts Directorate (GAD) receives budget execution reports from ministries on a monthly basis. But in the absence of an integrated financial management information system within the MoF, it is not fully able to verify the quality and reliability of the monthly information sent by the other ministries.⁷⁹ While ministries and departments have tended to exaggerate their expenditure requests in the past, this has improved during 2006 with the FMRP now imposing overall institutional and expenditure ceilings on ministries. The funds needed and requested by line ministries are now better visible to the MoF.

Budget preparation is now far more efficient, and the process now occurs over the course of one month..⁸⁰

There is no internal audit as defined by international standards. The efficacy and quality of the MoF's financial management system is not sufficiently well audited, thus having a knock-on effect for the efficiency of coordination between cash and debt management.⁸¹

Accounting basis

Annual and monthly budget accounts are compiled on a cash basis, except for the interest on loans and some other minor items that are compiled on an accrual basis. Government efforts are ongoing to bring the accounting system into conformity with international accounting standards,⁸² and are currently tackling the challenge of raising the standards of accounting and internal control procedures to adequately keep control of government spending.

There is no public disclosure of the system used for assessing payment arrears.

Procurement and employment

The General Supplies Department of the MoF is responsible for almost all government purchases. The National Procurement Law does not allow non-competitive bidding but does permit government agencies to use a selective tendering process. Two criticisms of procurement practices are that major public procurements are not widely advertised to the private sector, and that no provisions exist for blacklisting companies known to have offered bribes in a procurement process. The Jordanian government has been working with the European Union on building up e-procurement capacity.⁸³

Employment procedures are relatively clear, with competitive exams and publicity of vacancies. Recruitment and wage policies are centralised, to the detriment that cabinet has the ability to overcome this meritocratic-based system and use discretion to benefit certain sectors with higher-than-average salary increases.

The Jordanian government is making efforts, with the support of the OECD, to strengthen employment and procurement rules and practices.⁸⁴

National tax administration

The tax administration in Jordan does not have legal protection against political interference. Despite this, the unification of the income and sales tax departments has allowed for the integration of policies, procedures and standards for audit, enforcement and taxpayer services, as well as different enforcement powers. After the unification of the two departments, there are plans for uniform procedures of tax audit and collection.⁸⁵

Fiscal reporting

Budget data are published in the *General Government Finance Bulletin*, with revenues and expenditure detailed by summary economic classification, although there is no legal requirement for the MoF to do this.⁸⁶ Results achieved relative to the objectives of major budget programmes, and as part of the structural adjustment programmes, are reported in the commentary of the bulletin, but do not clearly link the programme inputs, activities, outcomes and outputs. The general budget does not include all state revenues and expenditures.⁸⁷

The head of the Jordan Audit Bureau (JAB) is required to present to parliament an annual report on the closing account of the fiscal year, which is the same as the calendar year.⁸⁸ There is no stipulation for mid-year reporting to the legislature on budget developments. Following an amendment in 2002 to the Audit Bureau Law, the MoF must provide the JAB with its annual report within six months of the end of the fiscal year. The JAB must present its report to parliament within five months of that date, in time for the beginning of the new parliamentary session. Yearly comparisons and detailed explanations of the results by JAB have added to the clarity of reports in recent years.

4. ACCOUNTABILITY AND ASSURANCES OF INTEGRITY

●● Intent declared

Data quality standards

The MoF and the JAB determine the standards for the release of fiscal data. Data on external and internal debts can be crosschecked with creditors' published details. However, there is no specific assurance of the quality of overall fiscal data beyond the general indications given by Jordan's participation in the GDDS. The IMF found that the accounting framework was not consistent with international public sector accounting standards (IPSAS). In the past few years, however, things have improved: the IMF's data module mission for Reports on the Observance of Standards and Codes (ROSC) in February 2004 mentioned overall improvements in the "methodological soundness, accuracy, and reliability of government finance and balance of payments data", but noted in its 2006 fiscal transparency module that inaccuracies still existed.

The MoF determines its own data compilation methodology and dissemination practices, but does not include statements of accounting policy in budget or final account documents. Practices are nonetheless largely based on the IMF's *Manual on Government Finance Statistics*. Annual and monthly budget accounts are compiled on a cash basis, except for the interest on loans and some other minor items that are compiled on an accrual basis.⁸⁹

A statistical division was established in the MoF in 2005 and has helped attain improvements in government finance statistics. Furthermore, the FMRP has been initiated, led by an inter-ministerial committee headed by the secretary general of the MoF. There are plans to move to the GFSM 2001 methodology, and this is initially being introduced in the Budget Department. A project is also underway to develop a Government Financial Management Information System (GFMIS) for budget preparation, execution and monitoring. USAID has just started offering technical assistance and the 2007 budget includes funds to implement the first stage of GFMIS, which could be fully in place by 2010.⁹⁰ Balance of payments statistics have been published according to the Fifth Edition of the Balance of Payments Manual (BPM5) since June 2004, and the international reserve template was published in May 2004.⁹¹

Independent scrutiny of fiscal information

Fiscal information is subject to inspection by the JAB, which maintains audit units in the MoF and other ministries and autonomous government agencies.⁹² The JAB's mandate covers all central government activities (ministries and forty own-budget autonomous agencies), municipalities and local councils, the Social Security Corporation, the Privatisation Proceeds Fund, but not, as noted by the IMF, extra-budgetary funds or off-budget accounts. The JAB submits to parliament annual and mid-term reports on the budget, disclosing any financial violations committed by public sector entities under its inspection and recommending subsequent actions. The JAB has no executive power over fiscal targets but can require ministries to make changes to comply with legal requirements. The constitution provides immunity to the JAB's head officer.⁹³

Auditing is provided by the JAB, which cooperates with the International Organisation of Supreme Audit Institutions (INTOSAI) and the Asian Organisation of Supreme Audit Institutions (ASOSAI). In February 2002, the Audit Law was amended to reflect a move to performance-based *ex ante* auditing, rather than *ex post* auditing.⁹⁴ To this end, a new internal directorate has been created and performance auditing is conducted according to Canadian standards. A separate directorate has also been created for public sector enterprise auditing. The Audit Law will need to be amended to reflect procedural changes.⁹⁵ In recognition of improvements made in the Audit Bureau, a Royal Decree

raised the office of the Audit Bureau president to ministerial status, although the Bureau itself does not hold ministerial status.⁹⁶

Since 2004, the JAB has pursued a strategy of using private sector-type controls in its work, as well as implementing and energising programmes in line with the FMRP. Local and international consultants will be needed for the reorganisation, which will cover both administration and operations. Since 2004 the Audit Bureau has been working with the European Union to establish best practices and develop capacity within the JAB.⁹⁷ To this end, an external consultant was engaged to conduct a functional review of the Audit Bureau, which led to a twinning agreement with the audit bureaus of Germany and Great Britain.⁹⁸ In late 2005, the JAB established a committee to review the existing legislation governing public sector auditing and to look at the accountability legal framework. The project has established groups within all line ministries, according to 35 key areas of the public sector, which have been tasked with data collection. The committee is set to complete its review in January 2007 and its recommendations will be used to inform the eventual overall auditing methodology of the bureau.⁹⁹ In its 2006 fiscal transparency report, the IMF nonetheless mentioned that it was necessary to upgrade the capacity of staff to handle modern auditing approaches and techniques, including systemic, information technology and performance audits.¹⁰⁰

The MoP prepares macroeconomic projections on the basis of an econometric model. There is no information in public documents that details the model or the projections; nor is there independent scrutiny of the model and its assumptions. The IMF commented that “external scrutiny of macroeconomic models and assumptions was not encouraged”, despite the fact that the MoP is the main government or non-government entity that prepares economic projections.¹⁰¹ Elsewhere, departments prepare forecasts relevant to their mandate: MoF prepares MTFP for budget outlook and public debt projections, the ISTD for tax income and CBJ for balance-of-payment and inflation projections. There is also stunted discussion surrounding projections or their implications; neither is there a comparison/tracking of macroeconomic projections and actual outcomes.

National Statistics Agency

National statistical capacity has improved. The Department of Statistics has been making internal changes and working with selected ministries to improve the quality and scope of their data (for example, foreign direct investment data collected by the MoP). It has formal, institutionalised relations with the central bank and MoF through joint committees. The department is only semi-independent, as its director-general answers to the MoP and is appointed by the cabinet for an open-ended period. There are no safeguards against political interference.¹⁰²

A new Statistics Law came into force on 16 February 2003 as a temporary law, and it remains so owing to a backlog in parliament.¹⁰³ This temporary law is more flexible than the one it replaced in allowing the Department of Statistics to provide its own data. However, it does not provide as much independence as the Department of Statistics had expected in the areas of salaries, incentives and recruitment.¹⁰⁴

The Department of Statistics has been subject to external assessments by Eurostat and the US Census Bureau.

INTERVIEWS

Representatives of Oxford Analytica interviewed the following individuals during a visit to Jordan between 30 October and 2 November 2006.

Ministry of Finance

31 October and 1 November 2006

Dr. Hamed Kasasbeh	Secretary General	
Essa Saleh Yasein	Economic Advisor	
Dr. Jamal Al-Homsi	Senior Economist	Research Department
Dr. Ismail S. Zaghoul	Head of Studies and Economic	Policies Directorate
Dr. Hazim T. S. Rahahleh	Economic Advisor	

Central Bank of Jordan

30 October 2006

Dr. Omar Al-Zoubi	Head	Monetary Division
Dr. Adel Al-Sharkas	Senior Economist	Monetary Division
Nedal Azzam	Senior Economist	Monetary Division

ADDITIONAL INTERVIEWS

30 October 2006

Dr. Mohamed Abu-Hammour Committee	Secretary General	Executive Privatization
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2 November 2006

Hani Al-Ali	Executive VP, Corporate Finance	Jordinvest
Ahmad Al-Sabbah	Assistant VP, Research Department	Jordinvest

NOTES

- ¹ *Jordan Times*, 'We Are All Jordan Commission holds inaugural meeting', 25 August 2006. See: www.jordanembassyus.org/08252006001.htm.
- ² www.kinghussein.gov.jo/constitution_jo.html
- ³ Law No. 12 of 1994 removed some tasks from off the list of responsibilities from municipalities.
- ⁴ IMF, 'Jordan – Concluding Statement for the 2006 Article IV Consultation and Fourth Post-Program Monitoring Discussions', 28 November 2006, paragraph 1.
- ⁵ World Bank, 'Pensions in the Middle East and North Africa: Time for Change', 23 August 2005. See pages 17, 49-51, 131, 171 and 175-6; http://siteresources.worldbank.org/INTMENA/Resources/MENA_Pension_Reform_Complete.pdf; www.imf.org/external/np/loi/2004/jor/01/index.htm (paragraph 23); www.washingtoninstitute.org/templateC05.php?CID=2308; www.mop.gov.jo/uploads/Jordan%20CAS%20POST%20ROC%20-%20TO%20MD%201.pdf (pages 46 & 53).
- ⁶ Interviews in Jordan, 30 October – 2 November 2006.
- ⁷ Interviews in Jordan, 13-22 October 2003.
- ⁸ 'Financial Matters', Articles 112-16, Chapter 7, the Constitution.
- ⁹ For example, the government guarantees a 6% dividend to shareholders of the Industrial Development Bank and the face value of the bank's capital (in case of bankruptcy).
- ¹⁰ Interviews in Jordan, 8-23 November 2005.
- ¹¹ Interviews in Jordan, 30 October – 2 November 2006.
- ¹² Interviews in Jordan, 30 October – 2 November 2006.
- ¹³ Interviews in Jordan, 30 October – 2 November 2006.
- ¹⁴ Brussels Export, 'Jordan – Info', March 2006, www.brussels-export.be/archives/Jordanie/Info-Jordan-mars-2006.pdf
- ¹⁵ Interviews in Jordan, 8-23 November 2005.
- ¹⁶ See www.epc.gov.jo/law.html.
- ¹⁷ The Jordan Times, 7 October 2004.
- ¹⁸ Interviews in Jordan, 2-6 October 2002.
- ¹⁹ Interviews in Jordan, 4-7 October 2004.
- ²⁰ IMF, 'Jordan – Concluding Statement for the 2006 Article IV Consultation and Fourth Post-Program Monitoring Discussions', 28 November 2006, paragraph 4.
- ²¹ Interviews in Jordan, 30 October – 2 November 2006.
- ²² IMF, 'Jordan: Third Review Under the Stand-By Arrangement; and Press Release on the Executive Board Discussion', September 2004.
- ²³ Interviews in Jordan, 30 October – 2 November 2006.
- ²⁴ The Jordan Times, 27 February 2006
- ²⁵ Interviews in Jordan, 8-23 November 2005 and 30 October – 2 November 2006.
- ²⁶ The Jordan Times, 31 August 2006.
- ²⁷ Ministry of Finance: Financial Management Reform Strategy 2004 – 2007 www.mof.gov.jo/english/strategy.asp
- ²⁸ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 13.
- ²⁹ Article 4 of the Anti-Corruption Law of 2006.
- ³⁰ Interviews in Jordan, 30 October – 2 November 2006; Middle East Times, 'Jordan draft law sets up anti-corruption commission', 28 September 2006 (see www.metimes.com/storyview.php?StoryID=20060928-074111-2166r).
- ³¹ The Jordan Times, 'Deputies insist on inclusion of lawmakers, judges in financial disclosure law', 31 August, 2006 and Interviews in Jordan 30 October – 2 November 2006.
- ³² Interviews in Jordan, 30 October – 2 November 2006.
- ³³ Interviews in Jordan, 30 October – 2 November 2006.
- ³⁴ Ministry of Finance: Financial Management Reform Strategy 2004 – 2007 www.mof.gov.jo/english/strategy.asp and interviews in Jordan, 8-23 November 2005.
- ³⁵ Interviews in Jordan, 30 October – 2 November 2006.
- ³⁶ Ministry of Finance website, 'Governments Financial Bulletin', www.mof.gov.jo/english/current-bulletin.asp. Before March 2005, the monthly data were contained in *Government Finance Bulletin*.
- ³⁷ Interviews in Jordan, 30 October – 2 November 2006.

- ³⁸ Interviews in Jordan, 30 October – 2 November 2006 and see *Central Bank of Jordan*, 'Monthly Statistical Bulletin', Monthly (www.cbj.gov.jo/pages.php?menu_id=11&local_type=0&local_id=0&local_details=0&local_details1=0&localsite_branchname=CBJ.0)
- ³⁹ Interviews in Jordan, 8-23 November 2005. See www.nationalagenda.jo.
- ⁴⁰ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraphs 35-36.
- ⁴¹ Interviews in Jordan, 4-7 October 2004.
- ⁴² Ministry of Information and Communications Technology, 'Jordan e-Government Program: e-Government Strategy', 14 June 2006; www.moict.gov.jo/MoICT/e_gov_strategy/e-Government%20Strategy.pdf
- ⁴³ Budget speeches for the reference and preceding two years are available at: www.mof.gov.jo/khitabm_ar.asp
- ⁴⁴ 'National accounts', Department of Statistics, www.dos.gov.jo/na/toc_na_e.htm
- ⁴⁵ Interviews in Jordan, 4-7 October 2004.
- ⁴⁶ 'Report on the Observance of Standards and Codes (ROSC), Jordan: Data Module', IMF, October 2002, www.imf.org/external/pubs/cat/longres.cfm?sk=16123.0
- ⁴⁷ Interviews in Jordan, 4-7 October 2004.
- ⁴⁸ Interviews in Jordan, 4-7 October 2004 and 30 October – 2 November, 2006
- ⁴⁹ Interviews in Jordan, 30 October – 2 November 2006
- ⁵⁰ 'Jordan: Data Categories and Indicators', <http://dsbb.imf.org/gddsweb/country/jor/jorfisdcgagg0.htm>
- ⁵¹ For the latest *Government Finance Bulletin*, see www.mof.gov.jo/english/current-bulletin.asp
- ⁵² Interviews in Jordan, 30 October – 2 November 2006.
- ⁵³ The 2001 Public Debt Management Law requires that the government reduce overall public debt to less than 80% of GDP by the end of 2006, with external public debt not exceeding 60% of GDP.
- ⁵⁴ Interviews in Jordan, 30 October – 2 November 2006.
- ⁵⁵ IMF, 'Jordan – Concluding Statement for the 2006 Article IV Consultation and Fourth Post-Program Monitoring Discussions', 28 November 2006, paragraph 11.
- ⁵⁶ Interviews in Jordan, 2-6 October 2002.
- ⁵⁷ Interviews in Jordan, 4-7 October 2004.
- ⁵⁸ 'Jordan: Data Categories and Indicators', <http://dsbb.imf.org/gddsweb/country/jor/jorfisdcgagg0.htm>
- ⁵⁹ In 2004 Jordan made public the poverty line threshold of 392 Jordanian dinars per annum and a World Bank study reported that the number of Jordanians living below this level was 14.5% -- almost a 30% decline from 1997 levels. MoF pamphlet, 'Jordan: strong economic performance and a promising outlook'.
- ⁶⁰ Oxford Analytica Daily Brief, 'Jordan: Heavyweight cabinet to push through reform agenda', 1 December 2005; 'Jordan: New cabinet likely to pursue reform from above', 14 April 2005; 'Jordan: war could undermine economic progress', 28 February 2003, and Interviews in Jordan, 4-7 October 2004.
- ⁶¹ Interviews in Jordan, 4-7 October 2004.
- ⁶² Interviews in Jordan, 30 October - 2 November 2006.
- ⁶³ Interviews in Jordan, 4-7 October 2004.
- ⁶⁴ Interviews in Jordan, 8-23 November 2005.
- ⁶⁵ Interviews in Jordan, 30 October – 2 November 2006.
- ⁶⁶ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 23.
- ⁶⁷ Interviews in Jordan, 4-7 October 2004, 8-23 November 2005 and 30 October – 2 November 2006.
- ⁶⁸ Interviews in Jordan, 8-23 November 2005.
- ⁶⁹ Statement by A. Shakour Shaalan, Executive Director of the IMF for Jordan, 2 April 2004.
- ⁷⁰ 'Memorandum on Economic and Financial Policies, 2002', www.mof.gov.jo/english/pdfs/memor_2002.pdf
- ⁷¹ Interviews in Jordan, 4-7 October 2004.
- ⁷² See Appendix of Tables for 2006 Budget Speech, www.mof.gov.jo/english/PDFs/2006/budget_speech06_en.pdf
- ⁷³ Interviews in Jordan, 30 October – 2 November 2006.
- ⁷⁴ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 19.
- ⁷⁵ Interviews in Jordan, 30 October – 2 November 2006.
- ⁷⁶ The PSET envisages deepening and accelerating the pace of structural reforms, while simultaneously fostering human resource development to promote private investment and employment generation.
- ⁷⁷ IMF, 'Jordan Post-Programme Monitoring Discussions – Staff Report and Public Information Notice on the Executive Board Consideration', March 2005.

⁷⁸ Interviews in Jordan, 8-23 November 2005; IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 31.

⁷⁹ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 25.

⁸⁰ Interviews in Jordan, 8-23 November 2005.

⁸¹ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 25.

⁸² Ministry of Finance: Financial Management Reform Strategy 2004 – 2007

www.mof.gov.jo/english/istrategy.asp

⁸³ See 'EU/Jordan Action Plan' at http://ec.europa.eu/world/enp/pdf/action_plans/jordan_enp_ap_final_en.pdf, especially paragraph 37 (page 14)

⁸⁴ OECD 'Country Action Plans', June 2006, pp. 25-40, www.oecd.org/dataoecd/21/24/37208619.pdf

⁸⁵ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 28.

⁸⁶ For the economic classification of government expenditures, see www.mof.gov.jo/chart1_may.htm and www.mof.gov.jo/chart1_may.htm

⁸⁷ Ministry of Finance: Financial Management Reform Strategy 2004 – 2007

www.mof.gov.jo/english/istrategy.asp

⁸⁸ Article 21, Jordan Audit Bureau Law, www.audit-bureau.gov.jo/audlaw.html

⁸⁹ IMF, 'Jordan: Data Categories and Indicators', <http://dsbb.imf.org/gddsweb/country/jor/jorfisdcgagg0.htm>

⁹⁰ Interviews in Jordan, 30 October – 2 November 2006.

⁹¹ Interviews in Jordan, 8-23 November 2005.

⁹² Audit Bureau Law No. 28 of 1952 (amended 2002) and Article 31 of the Constitution; Interviews in Jordan, 2-6 October 2002.

⁹³ See Article 119, Chapter 7, the Constitution.

⁹⁴ Interviews in Jordan, 2-6 October 2002.

⁹⁵ Interviews in Jordan, 4-7 October 2004.

⁹⁶ Interviews in Jordan, 4-7 October 2004.

⁹⁷ See 'EU/Jordan Action Plan' at http://ec.europa.eu/world/enp/pdf/action_plans/jordan_enp_ap_final_en.pdf, especially paragraph 39 (page 15); <http://www.petranews.gov.jo/nepras/2006/Jul/04/9000.htm>.

⁹⁸ See www.jordanembassy.nl/news/2006/JUL/id060706c5.htm and www.gtz.de/de/dokumente/en-newsletter-public-finance-reform-no5.pdf (page 10).

⁹⁹ See www.oecd.org/dataoecd/21/24/37208619.pdf (page 29)

¹⁰⁰ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 45.

¹⁰¹ IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 47.

¹⁰² Interviews in Jordan, 30 October – 2 November 2006, and IMF, 'Jordan: Report on Observance of Standards and Codes – Fiscal Transparency Module', January 2006. See paragraph 48.

¹⁰³ Interviews in Jordan, 8-23 November 2005.

¹⁰⁴ Interviews in Jordan, 13-22 October 2003.