

**Achievement of Market-Friendly Initiatives and Results Program  
(AMIR 2.0 Program)**

**Funded By U.S. Agency for International Development**

MIT Center of Excellence Program: Organization Assessment

Final Report

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## Executive Summary

The Organization Assessment for the Ministry of Industry and Trade was undertaken for one purpose: to assist the Minister and senior staff in the decisions that need to be made about the changes and developments which must take place if MIT is to assume its role in Jordan's far reaching socio-economic plans. In order to achieve this, it has been decided to launch a program entitled the Center of Excellence that focuses on building an organization which will establish quality operations, incorporate all aspects of the Strategic Plan into work activities and results, establish good systems and work procedures, incorporate learning as a continuous quest for improvement, be responsive to change, and provide "customers" with accurate and timely information, advice and solutions to problems.

The assessment attempts to answer the following:

- Does the structure of the organization support organizational as well as strategic goals?
- Are the roles and responsibilities of the directorates clearly iterated and aligned with strategic goals?
- Does the legal framework give MIT enough autonomy to make needed organizational changes?
- Will the implementation of the Strategic Plan help MIT modernize and streamline its operations?
- Are the human resources being properly trained and developed?

MIT is first examined in terms of the larger environment in which it operates. This includes a review of its history, legal framework, and the current globalization, trade liberalization, competition, and new information technologies affecting it. Then the internal aspects are examined, including both the basic services that MIT provides in regulatory and control functions, policy formulation and research functions, and industrial development, promotion and protection functions as well as its administrative functions.

Next the organization structure is examined to ascertain whether it is helping or hindering the achievement of the organization's goals and results.

The "snapshot" of the organization is then linked to a recently completed Strategic Plan and assessed in relation to whether its implementation could be helpful in clarifying priorities and giving the organization a way to assess its performance.

This report also includes a brief examination of MIT's human resources in order to identify priority areas for future capacity building.

The answers to the above questions are generated in the findings of this report.

- **Structure:** The current structure does not effectively support MIT in several ways. Functions and reporting relationships are not clearly defined, there are no clear groupings of related functions, spans of control are too broad in some areas, and coordination linkages need to be established.

- **Functions:** The key finding in the assessment of the functions is that there needs to be an alignment of functional roles and responsibilities so as to more closely link them to the operational and the strategic goals.
- **Legal Framework:** A legal framework supports MIT. Although laws need to be updated, the assessment focuses on the issue of whether the organization has enough autonomy to institute the development initiatives leading to excellence. The answer is – yes it does.
- **Strategic Plan:** The Strategic Plan is good and its implementation can have a number of positive outcomes. It can turn strategic goals into organizational realities, can reveal the areas where procedures need to be simplified, services need to be integrated and staff capacity needs to be built.
- **Human Resources:** Although this area is not formally assessed, it is clear that modern human resource systems and management are needed.

Building a Center of Excellence is a challenge . However it can and should be done through a series of separate though related initiatives. Several **Next Steps** were suggested.

Is the challenge worthwhile?

One government official thought so. John Buchan ( 1875-1940) a Scottish government official, was asked, What would you call the highest happiness for you as a director?

His answer given without hesitation was - COMPETENCE.

## 1.0 INTRODUCTION

Under the AMIR program, USAID/Jordan has supported a number of key initiatives in order to enhance the role and the operating capability of the Ministry of Industry and Trade (MIT). This assessment focuses on one key initiative: The Center of Excellence Program whose main focus is to enable MIT to modernize and streamline its operation in order to become more results oriented, customer-driven and quality-focused. The success of this program will be critically relevant to the success of the role of MIT, which is articulated in the Mission Statement of its Strategic Plan.

The mission of the Ministry of Industry and Trade as Jordan's principal economic and industrial development agency is to lead and promote sustainable economic growth and social development in Jordan through:

- **Effective and efficient management of bilateral, regional as well as international economic and trade relations**
- **Enhancing the investment and business environment to increase Jordan's economic attractiveness**
- **Developing and implementing policies and programs to enhance innovation and competitiveness**
- **Ensuring consumer protection and safeguarding of business interests.**

The need to move the organization from a traditional regulatory body to a facilitator of investment and enterprise, and an information provider to government and the private sector is no easy task, nor will it take place in a short period of time. It will take a combination of innovative decisions, systems' creation and implementation, and above all, **leadership** guidance to make this happen. It will require the involvement of all levels of staff, a need to build increased levels of teamwork, co-ordination and communication.

### 1.1 Objective

In order to assist the Ministry of Trade and Industry in meeting the challenges inherent in the implementation of the Center of Excellence, this study will undertake an Organization Assessment which will provide a "snapshot" of the current organization. The objective of this consultancy is to assist senior Ministry of Industry staff in assessing the organizational structure and functions of the Ministry of Industry and Trade, in light of the Ministry's Strategic Plan and various recent changes in the economy and government. This assessment is one of the building blocks contributing to the Ministry's implementation of a Center of Excellence program. This will include reviewing the Strategic Plan to understand its goals and objectives, identifying the roles and responsibilities of key directorates, reviewing the current structure and making some determinations about what needs to be aligned organizationally. As a result of this initial assessment, the Minister of Industry and Trade and senior management should have a more detailed and clear understanding of the current

functions of the Ministry, and what is needed in terms of an effective organization structure and some of the implementation steps needed for re-engineering, and modernization.

## 1.2 Methodology

Three methods have been used to obtain the information for this Assessment.

- a) Document review of studies on Jordan's economic strategies, documents pertaining to re-engineering of various MIT directorates, re-engineering studies of other Ministries, current "works in progress" documents pertaining to implementation of Strategic Plan.
- b) Interviews and meetings with MIT officials, USAID officers and various consultants, AMIR Private Sector Policy Initiative Team Leader, and COE core team.
- c) Observations obtained from a concentrated period of time spent at the Ministry itself, observing work in progress, meeting and speaking and listening to various sector level people talk about their work.

## 2.0 Background: A History of Change

The Ministry of Industry and Trade operates in an environment dominated by change. A brief history illustrates the changes under which the MIT has existed.

The foundation of the present Ministry of Industry and Trade goes back to the early 1950s. The Ministry has been known through its long history by different names (e.g. as Ministry of Trade, Ministry of Trade and Economy, Ministry of National Economy; since 1975 under its current name), with varying mandates, functions, and organizational structures. Several separate ministries and corporations emerged from former ministerial departments such as the Ministry of Supplies, the Ministry of Energy and Mineral Resources, the Jordan Institute of Standards and Metrology, Marketing Corporations and the Insurance Supervision Agency.

In 1998 the Ministry of Supplies was dissolved again and its major functions of procuring, supervising and maintaining strategic food supplies in the Kingdom (stock control, operation of silos and stores, distribution etc.) were re-integrated into the Ministry of Industry and Trade. However, following the recent outsourcing of the MIT's supervisory responsibilities related to the Jordanian insurance market and companies, a process of converting the state-owned mill and wheat silos and warehouses into a public shareholding company has also been under way since late 2000 (led by the Executive Privatization Unit).

Changes continue to dominate the Ministry's structures, functions, staff roles and responsibilities. Until very recently, the Ministry employed a workforce of approximately 1400 staff (financed through both the state budget and the separate

“Trade Account”). 400 have left to become part of a newly established Supplies Corporation. It is anticipated at least 500-700 more will also leave with the completion of privatization initiatives. [are we sure of this?]

The Ministry has its headquarters in Amman and operates eleven regional offices. It is also present at various industrial estate and free zone areas. Approximately 400 employees work outside the headquarters. About 600 people are currently working in the headquarters out of which 130 are employed in various fields of registration and licensing, 30 are involved in industrial development and another 30 in foreign trade-related activities. The rest have various administrative responsibilities.

While MIT as part of central government takes main responsibility for all economic matters related to industry and trade, other public as well as private sector entities participate in the implementation of national economic policies. By nature of its mission, the MIT also enforces a large variety of laws and regulations in partnership with other agencies. A description of the Minister’s role is a good way to get a sense of the level of co-ordination and co-operation that is needed both within MIT as well as with other government functions and trade and industry groups.

The Minister serves as Chairman of three public corporations: Jordan Investment Board (JIB), Jordan Export Development and Commercial Centers Corporation (JEDCO), Jordan Industrial Estates Corporation (JIEC), and exercises authority over the Jordan Institute of Standards and Metrology (JISM), the Civil Service Consumers Corporation (CCSC), and the Insurance Regulatory Commission (IRC). There are many interfaces with other Ministries such as the Ministry of Planning and the Ministry of Finance. The Minister has major roles and interactions with the Cabinet. And finally, the Minister has to maintain close ties with the private sector. Some key associations include: Amman Chamber of Industry, Amman Chamber of Commerce, Jordan Federation of Chambers of Commerce, Jordan United States Business Partnership, to name but a few.

There are additional changes that will affect MIT. The most notable one is the creation of a national supra-agency for investments and trade promotion. This agency is currently called Jordan Authority for Economic Development (JAED).<sup>1</sup> Its new roles and responsibilities are still being delineated and will require new legislation. One thing that is clear is that JAED will have an impact on some of the roles and responsibilities of various directorates of MIT most notably IDD.

Adding to the change environment is a myriad of new trade initiatives, trade agreements and legislative and administrative reforms. It is in this high, although positive climate of change, that MIT must operate. It will require the organization to create new operating systems and procedures, to use planning tools for strategic, tactical and action planning, to build skills and knowledge in its staff. In brief, in the current climate of change it is necessary for MIT to become a Center of Excellence.

## 2.1 Legal Framework

The Ministry of Industry and trade is governed by the following:

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<sup>1</sup> Jordan Times, April 25,2002, Said JAED will “see the light of day “ in June 2002.

**Law No. (18) for the Year 1998, Industry and Trade Law, and By-Law No. (94) for the Year 1998, a regulation documenting the organizing principles governing the Ministry of Industry and Trade.** They describe the statutory framework under which the Ministry operates, and the ministerial functions it is obliged to perform (Annexes A and B).

- **Article (4) of the Law of 1998, details its role of establishing and implementing general economic, industrial and commercial policies.** These mandated functions, which are generally and briefly described include:
  - *Industry*: describes the organization, analysis, regulation, monitoring, and enforcement of Jordan's industry (e.g. companies registration, tradename registration, licensing, intellectual property rights, and QIZ's).
  - *Internal and external trade*: focuses on the organization, analysis, regulation, monitoring and enforcement of Jordan's markets (e.g. market supervision, safeguards), as well as management of the Ministry's supply function.
  - *International commercial and industrial affairs*: targets trade policy analysis and formulation, negotiation, implementation, monitoring and compliance of bilateral and multilateral trade agreements (e.g. WTO, U.S.-Jordan Free Trade Agreement, EU-Jordan Association Agreement).
- **The revised MIT law of 1998 reintroduced the supply function from the former Ministry of Supply to the Ministry of Industry's responsibilities.** This is a major function that involves the purchase, sale, distribution, transportation, and warehousing of the Government of Jordan's surplus of basic and strategic inventory articles, primarily grains. Indeed, **the majority of the Law of 1998 focuses on the Ministry's role and responsibilities in managing the supply function.**
- **By-Law No. (94) for the Year 1998 specifies the regulations for organizing and administrating the Ministry of Industry and Trade.** Several but not all of the organization's directorates are described in By-law Article (5).
  - Some Directorates are described below:
    - *Directorate of Companies Controller*, responsible for implementing the Companies Law
    - *Directorate of Supervising Insurance Activities*, responsible for tracking Monitoring of Insurance Activities Law and supervising the insurance market (**which is included under IRC and is not part of current MIT directorate structure**)
    - *Directorate of Trade*, responsible for implementing the Import and Export Law and regulating internal and external (foreign) trade.
    - *Directorate of Economic Relations*, responsible for preparing economic and commercial draft agreements, protocols and studies.
    - *Directorate of Industrial Development and Protection of National Production*, responsible for overseeing programs and studies to increase productivity and implementing the National Production Protection Law.
    - *Directorate of Industrial Property Protection*, responsible for supervising all matters relating to trademarks, patents and industrial models and designs.

- *Directorate of Central Commercial and Industrial Register*, responsible for supervising the Companies Register, Commercial Register, Commercial Agents and Mediators (Middlemen) Register, Industrial Register, and Trade Names Register.
- Four other directorates are established to manage the Ministry's supply functions related to the supervision and monitoring of the Kingdom's Basic Articles and Strategic Inventory.
- Six administrative directorates are established to manage, oversee, monitor and audit the Ministry's operations.
- Four directorates are established out of the Ministry's headquarters for the milling of wheat, and the warehousing, distribution and sales of Basic Articles.
- Directorates are established in the Governorate Centers to fulfill tasks of the Ministry of Industry and Trade.
- Articles (7) and (8), describe reporting relationships to Minister and Secretary General as well as detail how appointments are made.
- Articles (9) and (10), describe the responsibilities of the Committee for Planning, Coordination and Follow-up. This Committee reviews and assesses such things as Ministry budgets, draft laws and regulations, and changes to the Ministry's organizational chart and Directorates. The Committee is chaired by the Minister, and includes the Secretary General as Vice-Chairman, Assistants of the Secretary General, Counselors of the Minister, and ten Directors.
- Article (11), describes the roles the Minister and Secretary General have in relation to restructuring the Ministry. The Minister may, upon recommendation of the Committee, create any new Directorate or specialized unit, or abolish or merge existing ones. The Secretary General may, upon recommendation of the Committee, create any new Division or Section in any Directorate, or abolish or merge existing ones.

## 2.2 The Center of Excellence:

The Center of Excellence is more than a program. It is a concept of excellence. It begins with a vision. The Minister, Dr. Salah-Al-Bashir, brings to the Ministry not only experience in legislative and regulatory reform, a strong private sector focus, but also a vision of excellent performance by the Ministry of Industry and Trade.

The Minister, has described his view of how excellence is to be achieved at MIT. It requires a systematic approach which involves processes, technology and people. He went on to say that it is critical that the staff believe in what they are doing and know that what they do has great impact on the economic life of the country. He feels that people must be accountable, be willing to learn and understand that there is "no free ride". His views parallel the concepts in the program that focus on building an organization which will establish quality operations, incorporate all aspects of the Strategic Plan into work activities and results, establish good systems and work procedures, incorporate learning as a continuous quest for improvement, be responsive to change, and provide "

customers” with accurate and timely information, advice and solutions to problems. There are several components to the Center of Excellence Program:

- **Strategic Plan**, including vision and mission statements, long-term goals and objectives, targets and measures. It was completed in **December 2001**.
- **Memo of Understanding** between MIT and AMIR, spelling out the purpose, objectives, expected results, targets, benchmarks and milestones of COE Program and commitments of each party to achieve COE. It was **drafted in March 2002**.
- **Management Plan**, including such elements as:
  - Organizational chart
  - Functional statements for each department, division or directorate
  - Standard operating procedures
  - Management objectives
  - Roles and responsibilities
  - Lines of reporting
  - Procurement plan, including competitive sourcing guidelines
  - *Business Plan*, including revenue/budget and cost projections, and financial statements
  - *Accountability and Transparency Plan*, including accounting and financial management systems, standards and reporting, audit and internal review mechanisms, and ombudsmen
  - *Process re-engineering and innovation plan*, including flow charts for operations, procedures and information, as well as innovations for streamlining and modernizing
  - *Annual Performance Plan and Monitoring Report*, including performance goals, targets, milestones, benchmarks, and annual reports
  - *Evaluation Plan*, including standardized methodologies and timetables

This will have be implemented in steps as part of a long-term commitment to an Organizational Development Program. **The review of the Organization Chart, and an Assessment of functions and their integration with the Strategic Plan is the focus of this study.**

- **Human Resources Development Plan**, including such elements as:
  - HRD policies and procedures
  - job descriptions
  - performance appraisal forms and procedures
  - workforce restructuring plan

**This begins with an HR audit of MIT that began in April, 2002.**

- **Information Management and Communications Plan**, including such elements as:
  - *Knowledge Management Plan*, including data and information requirements, resources, outputs, reports, IT hardware and software

- systems, databases and networks, and information technology capital plan
- *e-Government Plan*, including systems and web sites
  - *Communications and Public Awareness Plan*, including information dissemination, seminars and conferences, media events

**This begins with a Communication and Information Technology Audit that is being undertaken in April, 2002.**

As noted in the above statements, the Center of Excellence program has already begun in the Ministry, and several key steps have already been taken. To maintain this momentum, an overall Master Plan must be created that will set priorities and responsibilities and will ensure accountability for results

How would Center of Excellence function at its highest level? A list of competencies should include:

**ORGANIZATIONAL AUTONOMY**

- Sets own goals and policies
- Develops strategies to support goals
- Does long term planning... five year
- Prepares budgets, consonant with needs and available revenues
- Establishes/ maintains staffing levels to meet needs
- Employs, promotes, discharges employees within guidelines which meet institutional needs
- Rewards employees by using every resource available
- Determines own Organization structure and modifies when necessary

**MANAGEMENT PRACTICES**

- Clear sense of Mission shared in Organization
- High sense of trust
- Information channels transparent...information shared
- Teamwork effective within and across functions
- Motivation mostly positive.
- People feel, "this is a good place to work"
- Facilities, equipment well maintained
- Managers have clear sense of their roles and communicate expectations clearly
- Mission and goals understood and shared by staff
- Delegation used well to accomplish work and/or to develop people
- Staff has goals
- Sector/ department goals clearly understood and shared
- People are held accountable for getting work done
- Follow through on work is consistently done
- Communication flows within and among departments/ sectors
- Human resources developed

**WORK SYSTEMS...DEVELOPED AND REGULARLY USED**

- Budgeting
- Accounting
- Management Information

- Personnel
- Training
- Procurement
- Supplies, Equipment, Inventory

#### **CUSTOMER ORIENTATION**

- Very end user oriented
- Means to educate, create awareness in “CUSTOMER Base”
- Encourages broad range of public participation
- Concerted efforts to project a positive image of MIT

#### **TECHNICAL CAPABILITIES**

- Makes sound technical decisions
- Ensures effective control over quality of its products/ services
- Completes tasks on time
- Develops and maintains staff with adequate technical skills to perform needed services
- Uses/ adapts technology well which is needed/ appropriate for the outputs of MIT
- Maintains levels of technical skills in-house needed for routine technical responsibilities
- Technical information is routinely shared.
- Technical staff members keep up with new information in the field

#### **INTERACTIONS WITH KEY EXTERNAL ORGANIZATIONS**

- Key management staff maintains direct contact with key individuals in all important external entities
- Specific MIT strategies are formulated to influence policies, legislation and other activities to get necessary resources and approvals

### **2.3 The Strategic Plan:**

**The Strategic Plan is good. It can and should be the driver for building a Center of Excellence.** A good Strategic Plan is assessed not only on the final product but also by the planning process itself. The process that is used to develop the plan can guarantee its success or failure. Credibility and ease of use are often direct results of how the plan was created. After reviewing the plan methodology, plan development, SWOTS exercise, discussions with some of the directors involved in the planning process and discussions with the external consultants who provided guidance through the process, the conclusion is.... all the right things were done.

Now three things have to take place: the Plan must be approved by the Minister, it must be widely communicated to the staff, and it must be used to generate measurable results.

After a Strategic Plan is created, the next efforts must ensure that the plan is **useful to MIT.**

There are two elements drive this: Process and Usage.

**Process Elements** include:

- Leadership.

Communicate the importance of the Plan to the whole organization.

- Work from a common understanding.

Provide training on the implementation process and establish common expectations to ensure that everyone is working towards the same outcomes.

- Include individuals who will implement the plan.

Encourage staff at all levels to contribute to the process.

- Agree on how the plan will be operationalized.

Specify who will implement which parts of the plan, schedule routine evaluation meetings to review progress.

**Usage Elements** include:

- Actively use the plan as a management tool.

Use plan for short-term decision making as well as long-term.

- Incorporate sections of the plan into everyday management.

For example: when changes are made to functional projects they are assessed in terms of how they “fit” into the Mission and the goals.

- Organize work in the context of the plan.

Translate the larger goals into smaller more detailed, time-based goals.

- Design a system for controlling the process.

Ensure that there is an evaluation and review process to manage both progress and successes of the plan as well as make decisions about modifications needed.

As to the issue of updating the Plan, a Strategic Plan by its nature must be continuously updated when appropriate, to reflect current events, emerging issues and changing priorities. **IT IS ONLY A TOOL...A MEANS TO AN END...NOT AN END IN ITSELF.** In fact people who have been involved in Strategic Planning often comment that the planning process and the changes that take place in an organization as a result of the planning activities are as important as the document itself.

The Strategic Plan can be the driving force for excellence at MIT. The process of implementation can:

- Accomplish many of its objectives, outcomes, activities, and produce results.
- Align functional activities to strategic outputs and therefore help managers prioritize what work will be done.
- Streamline functions in terms of the duplication or elimination of non-priority activities.
- Highlight the coordination that needs to take place between directorates and sections in order to achieve goals.
- Highlight the coordination needed with agencies, ministries, and stakeholders outside of MIT.
- Foster information sharing, information transparency, and teambuilding.
- Highlight capacity building needs.
- Link training needs to goal outputs.

It cannot be said too strongly that although a Strategic Plan should and must be continually updated, at the same time, many of its goals and objectives can and should be implemented at this time.

## 2.4 Capacity Building:

If the Strategic Plan is one of the key components to a Center of Excellence Program, another critical component is Capacity Building. Although other assessments are being done concerning Human Resources and Information, the underlying theme throughout all of these assessments including the Organization Assessment is that if MIT wishes to become a model of excellence, it needs to invest time and resources in building capacity.

## 3.0 STRUCTURE

The climate of change at MIT is reflected in the organization chart. Because of the changes taking place due to privatization efforts there have been four organization charts generated in the past year. The last organization chart of MIT (Annex C) was established in December 2001. The charts do not reflect the roles and relationships that are best able to support its objectives.

There is no one way to build an organization chart and it, like a Strategic Plan, must be both stable and flexible in order to respond to change. Organization structure can be defined as the formal interrelationships of individuals and groupings of tasks, responsibilities and authority to achieve the goals of the organization. Although there are a number of models available, the form many organizations use is the **functional** approach. In this form each directorate has a separate function and specialty. Management from above centrally coordinates the different functions. It is vertically oriented and emphasizes standardization in systems and procedures. It is logical and usually efficient.

Research of 20 ministries of trade and industry worldwide showed that they all use the functional approach. However some were more streamlined than others and their linkages were appropriate.

The problem with the functional organization structure centers on coordination...or the lack of it. People work in their sections or directorates and do not coordinate with each other. That is true, for the most part, at MIT. A chart will not solve that problem but the coordination responsibility can be institutionalized in a chart. Related to the lack of coordination is the lack of communication. This responsibility must be built into every manager's job but can also be assigned as an organizational responsibility.

Other criteria also used to assess the effectiveness of a chart include:

- a) Appropriate management hierarchy
- b) Clear, appropriate and sensible reporting lines
- c) Minimal overlap
- d) A fairly balanced work load for various directorates
- e) There is managerial balance ...i.e. not one manager overloaded with an inappropriate number of directorates
- f) Decision making held by many levels in the organization - empowerment
- g) The structure connects clear groupings of related functions
- h) The functions support the missions and objectives
- i) The structure support the Mission and goals
- j) Coordinating mechanisms which facilitate needed linkages

Running parallel to the physical structure of any organization is the strategic structure which is usually delineated in roles that different levels of management must have. The chart below illustrates the key strategic roles that must be emphasized at various management levels.

<b>MINISTER</b>	<b>VISION LEADERSHIP INTER-INSTITUTIONAL OVERSIGHT/LINKAGES</b>
<b>SECRETARY GENERAL</b>	<b>STRATEGY COORDINATION COMMUNICATION</b>
<b>UNDER- SECRETARIES</b>	<b>OPERATIONAL IMPLEMENTATION</b>
<b>DIRECTORATES 3 CORES</b> <ul style="list-style-type: none"> <li>• <b>ADMINISTRATION</b></li> <li>• <b>FOREIGN POLICY/TRADE</b></li> <li>• <b>NATIONAL INDUSTRY/TRADE</b></li> </ul>	<b>ACTIONS RESULTS</b>

**It is these strategic roles that invigorate an organizational chart.**

A caveat for organizational chart building is that charts must be evolutionary rather than revolutionary. The most ideal chart can be created but if no one will accept it, it is only a model chart that remains unimplemented.

The modifications of the Organization Chart (Annex D) proposed in this document take into account all of the above criteria. When new units are proposed, like Financial Leasing, then further changes should be made. A chart should reflect current needs and be modified when those needs change.

### **3.1 Rationale for Structure**

**Office of the Minister:** A draft of the Master Plan 2002 shows, in part, the kind and level of ministerial oversight and interactions that dominate the Minister's roles and responsibilities. They include MIT, Cabinet, IRC, JISM, CCSC, JEDCO, JIEC, and JIB and this is not a complete list. There are two controlling functions that report to him: Audit and Controller. In this chart the Internal Audit directorate is correctly aligned with the Director. and Companies Control Directorate is correctly aligned with the Controller. Aside from keeping these controlling functions, there are three important new positions proposed:

1. **COE Staff** who will assist in building the Center of Excellence at MIT.
2. **Executive Assistant to the Minister?** who assumes a support role helping to organize, process, screen, redirect, when appropriate. In brief, this position supports the handling of the plethora of details that need to be addressed.
3. **Coordinator External Agencies/Ministries** who will assist coordination efforts needed in activities outside of MIT and also play a role of linking MIT functions and projects to these external groups.

**Office of the Secretary General:** This position should focus on the strategic initiatives at MIT. Two key functions link to strategy – coordination and internal communication. Both of these areas need to be strengthened at MIT. Another component that plays into the success of strategic initiatives is the “partnering” with various donors who provide assistance. Therefore several new positions are suggested here.

1. **Coordinator of Strategic Initiatives** who will assist in the implementation of the Strategic Plan.
2. **Coordinator of Internal Communication** who will assist in formalizing systems, processes, behaviors all aimed at sharing information accurately and speedily.

**Coordinator of Donor Relations** who will assist in facilitating projects and project linkages to maximize the benefits to MIT. **4. Undersecretaries of Administration, Foreign Trade, Industry and National Trade** who will oversee the daily operations. Their key role is to ensure that there is a balance between daily operational activities and special initiatives undertaken to meet strategic goals. They will report to the Secretary General directly and the Minister, indirectly, forming a clear reporting chain and taking on the responsibilities for overseeing the work of the three major functional areas of MIT.

**The Directorates:** It is proposed to organize them into three functional groups:

1. **Foreign Trade...**no new directorates are added in this core but extensive enhancement and restructuring is proposed for the existing directorates and is discussed in the Functions section. (Annexes F and G).
2. **Industry and National Trade...**no new directorates are added in this core but changes in functional roles are discussed in the Functions section. When the Supply function is removed, it would be appropriate to move the Markets and Quality Control directorate into the Administrative core.
3. **Administration...**One new directorate is added, and one removed. Proposed changes to others are discussed in the Functions section.

**Addition - Human Resources Directorate** – this directorate is **critical** for capacity building and important to the success of the Strategic Plan

**Remove - Development and Studies...**this Directorate's main functions can be absorbed into the Human Resources Directorate.

This proposed chart does not include the Supply Functions. 400 of the existing staff complement have been transferred to the company that will, ultimately, take over the entire supply function. There remain in the Ministry approximately 800 Supply Directorate staff and about 600 other staff.

#### 4.0 FUNCTIONS

This section focuses on current MIT functions and proposes changes. This part of the assessment became the basis for the second "snapshot" of the organization. The process of gathering information about current roles and responsibilities was instructive.. Ministry staff were eager to talk about what they do. Often section heads and technical staff participated in the meetings and contributed their ideas. The interviews were candid and addressed real issues. The consultant team seemed to be regarded, not as an annoyance, but as a resource.

The greater challenge lay in collecting data. Management documents such as workplans do not exist in most directorates. However, the Industrial Development Directorate (IDD) has developed an excellent one, which suggests that there are models of good management tools and systems at MIT. Other documents such as organization charts were more readily available or created on the spot. More detailed documents such as functional operating procedures, training needs analyses, training plans, functional work indicators, and **effective** job descriptions are not widely available.

The Ministry has recently developed a **Project List (Master Plan for MIT 2002)** which should be finalized by the end of May 2002. This report seeks to link the each of the strategic objectives and projects detailed in the Strategic Plan explicitly to a clearly-identified Directorate, thus establishing responsibility and accountability for results.

Additionally, **Action Plans** (Annex H Foreign Trade Policy) are now being formulated by each directorate. These plans indicate the strategic activities each will undertake, target dates, responsible parties, issues, and resources. These are very positive steps not only for the Strategic Plan implementation but also as establishing the planning process as a tool for operational excellence.

The investigation revealed significant gaps between the official description of many of the functions as listed in the Law 18 or By-Law 24, in the brief descriptions found in the draft of the Master Plan, in the data gathered in the interviews for this assessment **and the functional** activities which **should** be taking place to accomplish the stated goals listed in the Strategic Plan. There must be an **alignment** of functional responsibilities and strategic goals. As a follow-on to this assessment, MIT should undertake a detailed gap analysis of every major function in the Ministry.

The assessment also highlighted real discrepancies in the numbers and profiles of staff. MIT is bottom heavy. To illustrate, of the 600 people at headquarters 110 are in Administrative Affairs and 79 in Internal Audit, whereas Economic Relations has a

professional staff of 5 and Foreign Trade Relations has a staff of 8. There is a real need to increase the number of qualified professional staff.

All existing directorates will be assessed in this section. However more emphasis will be given to those whose roles are key to the implementation of the Strategic Plan.

#### 4.1 Foreign Trade Directorates

The initial enhancement and restructuring activities should take place in the directorates dealing with Foreign Trade Policies and Economic Relations.

##### 4.1.1 Foreign Economic Relations: Roles and Responsibilities

This directorate prepares and develops economic draft agreements and studies. It performs research pertaining to Jordan's trade agreements with Arab countries and as well as other international agreements and does import and export analyses. It also processes applications for attending commercial exhibitions either in the kingdom or outside. It has a professional staff of 5 and 2 typists. It is divided into three sections: **Arab Relations, Foreign Relations and Exhibitions.**

This directorate is in need of a **major alignment** in order to meet the strategic objectives of **GOAL 2** of the Strategic Plan: International Economic Cooperation and Integration.

An example of a model for a gap analysis is illustrated (Annex E).

. A cursory gap analysis revealed several important gaps between resources, activities, and stated functions. They included:

- a) The Directorate very understaffed. There is a clear need for more professional staff.
- b) Most work done by this overworked staff centers on Arab Relations and focuses on the preparation of data for several Joint Committees, Arab League Meetings.
- c) Very little analysis is done.
- d) They are aware of the need to intensify relations with private sector.
- e) This directorate needs restructuring, capacity building, and a closer alignment of its functional activities to strategic outputs.

Even this brief gap analysis led to suggestions about the restructure of this directorate. (Annex F)

Recommendations include:

1. A change of name – **Arab Economic Relations**
2. Have as a focus **only** Arab relations. Remove other foreign relations' responsibilities and place them in a new directorate entitled **Foreign Economic Relations** which will be described separately.
3. Create four sections within this directorate:
  - a) **Arab Trade Agreements**-draft, prepare. and recommend agreements to appropriate parties
  - b) **Economic Relations Analysis** - focus on analysis
  - c) **Technical Problem Follow-up**- review technical issues in trade matters and advise

d) **Private Sector Liaison**- build private sector relations, serve customer needs.

#### 4.1.2 Foreign Trade Policy: Roles and Responsibilities

This directorate is not described in the By Law. It follows up and coordinates the implementation of Jordan's commitments to WTO and other international trade agreements. Its role is to ensure that Jordan's interests are being addressed and that research is done on trade developments internationally.

Its key responsibilities are aligned to the outputs of the Strategic Plan. They include: disseminating of information on latest global trade developments, coordinating efforts of various ministries to meet WTO commitments, coordinating with other ministries concerning liberalization on trade in agriculture and services, negotiating government procurement agreements.

This directorate has the key responsibilities in meeting the outputs of the strategic objectives concerning foreign trade matters. At this time the bulk of the function deals with multilateral trade agreements such as WTO, EU, EFTA. It does research and negotiates trade agreements in relation to the above agreements.

The directorate at this time has three sections: **Trade in Goods, Trade in Services, Policy Review**. A new section is being formed entitled **WTO Reference Center** which will disseminate relevant trade information. Two other sections are needed in this directorate:

- a) **Legal Affairs** who will advise on all the legal aspects of international trade agreements.
- b) **TBT** to advise on technical barriers to trade. The directorate is illustrated in a chart. (Annex G). *who has identified this need and why? If Majed Hamoudeh said this, it is likely to be true, but if we are recommending it we should state Majed's reasons for saying so.]*

According to the Director of this directorate, the following professional staff need to be recruited in order to fulfill its mandated functions. They include **3 staff researchers, and 1 lawyer**. Although this directorate needs structural enhancements and additional professional staff, its work activities and action plan (Annex H) are very much aligned with the Strategic Plan and the directorate has many of the systems needed for effective performance.

There is already some discussion at MIT concerning the need to restructure and strengthen the entire Foreign Trade Core. The thinking includes the creation of a new directorate titled **Foreign Economic Relations** which would do research and follow up on all bilateral trade agreements with non-Arab countries.

The structure of this area would then have three distinct aims:

1. Foreign Trade policy- multilateral trade agreements
2. Foreign Economic Relations – bilateral trade relations with all non- Arab countries
3. Arab Economic Relations – Pan-Arab FTA and bilateral FTA with Arab countries

#### 4.2 National Industry and Trade Directorates

#### 4.2.1 Industrial Development Directorate (IDD): Roles and Responsibilities

IDD provides a model of excellence and could be a model for management systems and human resource development in the rest of the Ministry. They are ISO 9000 certified. Their functional roles and responsibilities are very much in alignment with the Strategic Plan. They have an ambitious workplan that includes components dealing with client relations, building staff capacity, enhancing trade services in the Governorates. They are establishing a **Rules of Origin Unit** that will act as a focal point for all ROO issues, support issues related to ROO in exporting through FTAs with the US and the EU, and certify C.O.s through a process which will include direct inspection of firms exporting through FTA and EU agreements. The proposed establishment of this unit highlights the need for improved communication and coordination within the Ministry, since the functions and activities of this unit will overlap considerably with many of those of the Directorate of Foreign Trade Policy. Indeed, it may be argued that this unit would be better situated in that directorate rather than in IDD.

The current staff of 27 seems adequate except in the area of QIZ. There are seven sections:

- a) **Management Review and Control** which conducts internal audits of all areas of IDD, helps investors with registration, authenticates certification of origin.
- b) **Sectoral Technical Affairs & Environment** which responds to sector complaints, evaluates content percentage and temporary entry status raw material input formula, coordinates with others in settling industrial licensing procedures. There needs to be an assessment of the licensing activities done by various directorates at MIT to ascertain whether there should be one centralized point for licensing.
- c) **Small & Medium Industries Development.** This section is in the process of development. It will have its own goals and activities as well as provide support to JAED.
- d) **Studies and Industrial Planning Section** which does industrial studies and research. The future of this section should be reviewed in light of the imminent establishment of JAED. There may be sufficient overlap in functions to suggest transforming this unit into a department of JAED itself. In either case, this section will need to develop a research agenda keyed to the policy issues the Ministry must address.
- e) **QIZ** which qualifies products according to agreement, issues certificates and controls export operations. This is a very successful area but **3 more staff** are badly needed [*functions? Profiles?*].
- f) **Coordination which** provides both coordination and public relations for IDD.
- g) **Industrial Projects and Licensing** which deals in registration and licensing standards, and environmental oversight and performs on-site inspections.

#### 4.2.2 Markets and Quality Control Directorate: Roles and Responsibilities

This directorate came from the Ministry of Supply. It is assumed that when the rest of the Supply function leaves MIT most of this group of 90 people will also leave, perhaps leaving a small control group behind.

### 4.2.3 Governorates Directorate: Roles and Responsibilities

There are eleven governorate sections consisting of 380 staff in this directorate. Much of their work is related to the supply function. It is assumed that when the supply function is removed, their responsibilities in this area will go as well. That could also mean a staff streamlining here. The other functions have to do with IDD who will conduct an assessment of functions to ascertain what needs to be changed or developed for the modernization of these services.

### 4.2.4 Central Registration: Roles and Responsibilities *[full name?]*

This directorate consists of several sections that provide various registration services. A staff of 23 is divided into 6 sections: **Files, Central Records Bureau, Commercial Records, Trade Names, Industrial Registration, and Commercial Agencies**. The directorate maintains an Industrial Register, registers Individual Proprietorships (Trade Register), Registers Trade Names for a Company, registers Trade Agencies. This directorate needs to go through an alignment process in order to determine how they best meet their key strategic activity which is to streamline and simplify the registration process. Current processes are outdated and complicated. There is a need to interface more closely with the IT /Information Directorate since their main business is processing information which is very important to various business entities. An assessment of their information flow processes is being done concurrently with this assessment. Its conclusions would be very helpful to the decisions to be made about enhancing and streamlining existing registration processes. One option currently being contemplated would involve merging the functions of this Directorate with the company registration function of the Companies Controller Directorate (see Section 4.3.2, below), and carrying out a comprehensive re-engineering and e-government enablement of both Directorates.

### 4.2.5 Directorate of Industrial Property Protection : Roles and Responsibilities

This directorate deals with the assessing, awarding and protecting trademarks, patents, industrial design and circuits and is closely connected to terms of the WTO agreements. There is a staff of 31. The directorate is divided into 4 sections.

- a) **Trademarks** .A staff of 28 work in this area. They conduct formal examinations and provide information used to decide the awarding of trademarks. There are approximately 5500 applications a year.
- b) **Patents** - has a staff of 1 and is just beginning to enhance its services. The AMIR Program plans to assist by developing a patents database and assisting with accession to the International Patent Co-operation Convention.
- c) **Industrial Design and Circuits** – has a staff of 1. This section needs further technical development.
- d) **Data entry** – staff of 1.

It is clear that if this directorate is to meet its strategic mandate which is to operationalize a strong, competitive intellectual property system and provide effective IPR services, it needs a good deal of capacity building. Two qualified contract people have just been hired but more are needed and a good deal of specialized training must be given. In this directorate the issue seems to focus not on alignment of their activities to the Strategic Plan but their capacity building needs.

#### 4.2.6 Directorate of National Production Protection: Roles and Responsibilities

This directorate implements three WTO agreements on anti-dumping, industrial safeguards, and countervailing duties, and executes the National Products Protection law. The directorate consists of 9 staff and has no sections. It performs five key functions:

- a) Protect domestic industry from unfair trade practices.
- b) Perform protection processes involving complex investigations.
- c) Defend compliance issues before WTO committee.
- d) Protect industry from unfair imports.
- e) Protect Jordan's exports.

These functional activities are in alignment with the strategic goal that is to develop transparent systems in this area. The Directorate nevertheless requires substantial further capacity building. New anti-dumping and anti-subsidies laws are just being published and the case processing capacity in these areas will have to be enhanced. Not only will work load increase markedly but the need for specialized knowledge and skills will increase. The projects selected by NPP, which include developing internal systems and operating procedures (with technical assistance and training from the AMIR Program), are aligned to Plan goals. The key development issue here is staff. The staff size should increase to approximately 15, including 2 lawyers, the rest being engineers, accountants and economists.

#### 4.2.7 Trade Directorate: Roles and Responsibilities

This directorate regulates trade. Key responsibilities include:

- oversee implementation of contracts with traders
- implement the Import and Export Law
- monitor and enforce market supervision safeguards, as well as manage several responsibilities concerning the supply function
- issue Import Licenses and Cards and Export Licenses.

The directorate consists of 15 staff. Sections include: **Contract Exception/Letters of Credit, Shipping and Insurance, Import License and Cards**. There are many areas of alignment needed here. Although this directorate is producing some outputs such as information on import/ export processes, it needs a thorough assessment of its activities in connection with other directorates (Foreign Trade Policy, Finance, and Legal) and outside agencies (Customs) to improve both coordination and eliminate duplication of processes. Internal processes also have to be streamlined. New software is being introduced but there is a lack of staff who have knowledge of the tools needed to develop the latest applications. Also its supply responsibilities should be removed when the rest of the supply function leaves.

#### 4.3 Administration.

In the proposed Organization Chart there are 6 directorates in the Administration Core: Personnel, IT, Human Resources, Finance and Trade, and Legal Affairs. There are two other directorates, Companies Control reporting to the Controller and Internal Audit reporting to the Director of Audit. This assessment will only briefly discuss

Audit and Companies Control. It will focus on the directorates in the Administration Core.

#### **4.3.1 Internal Audit: Roles and Responsibilities**

This directorate audits: administration, finance, commercial areas, work times, inspects the external directorates. . It has a staff of 79 people.

Its functions need to be examined in the light of liberalization, empowerment, and accountability. As a Center of Excellence emerges, this command and control function should lessen, and could shift to more of a monitoring and evaluation role. It is an area ripe for modernization and reform.

#### **4.3.2 Companies Control Directorate: Roles and Responsibilities**

This directorate executes the Companies Law and has as its primary function the registration of companies. It has a staff of 70. It needs further streamlining and capacity building. The AMIR Program has assisted previously in business process re-engineering and automation of the company registration function, but further work, including integration with overall GOJ plans for e-government, is underway. The CCD's organization is still built along command and control lines. It processes a great many reports, has roles in the Strategic Plan such as giving shareholders a new structure for balance sheets, and creating a new plan for a system of auditing of companies. Although it has a large staff, there seems to be a need for staff with specialties in accounting and lawyers with legal controller background. Also training is needed in Companies Law. There is an obvious need for **staffing alignment**.

#### **4.3.3 Legal Affairs Directorate: Roles and Responsibilities**

This directorate provides legal advice. It has a staff of 10. Sections include: **Cases, Investigation, Guarantees, and Data Entry**. The Director plans to add new sections dealing with **Research, Contracts, and Computer** [*what is this?*]. Key responsibilities include: following court cases, providing advice on industry and trade laws, handling employee discipline issues, collecting guarantees. It lists 20 legal projects on its Strategic Project List. . As with many other directorates there is need for more qualified professional staff. Alignment issues include the need to interface more effectively with legal counterparts within the other directorates, and the need to build capacity.

#### **4.3.4 Administrative Affairs: Roles and Responsibilities**

This directorate supplies all services and maintenance and mail support for MIT. It has a staff of 110. In order to become more proactive in its role, it needs access to more information about the development issues of MIT, i.e. if a new department is to be created this directorate is responsible for setting it up. It needs more information on budgets and personnel. Staffing needs to be "right sized".

#### **4.3.5 Computer & Information Directorate: Roles and Responsibilities**

This directorate develops systems, programs and information to anticipate and support the technology and information needs of MIT. It has a staff of 22, including 5 new hires. Sections include:

a) **Systems Development & Maintenance Section**

Computerize all the systems which include analysis, design and programming, preparing user manuals, training users, follow-up and maintenance. .

b) **Information & Statistics Section**

Develop and maintain a data bank that includes several economic statistics distributed according to sectional, geographical and qualitative aspects for any period of time. Update and publish statistics electronically.

c) **Technical Support Section**

Supervise installation of PCs, printers, computer networks and their peripherals and operating systems to ensure their compliance with tender specifications and also identify support needs of users.

d) **Operation & Data Entry Section**

Input data, make backups for programs and data entry and document historical data for the applications that need to be updated.

e) **Help Desk**

Provide assistance to all the users of the subsidiaries related to the main network including personal PC/s, monitors and printers, provide supplies, spare parts, and supplementary programs, and liaise with maintenance companies to supply contracted services.

f) **Networks Maintenance & Fitting Section**

Install the infrastructure of the computer's network at the Ministry and in the near future provide services to the directorates at the governorates.

This directorate plays a critical role in meeting all the strategic objectives of the Plan and it is well aware of this. Its projects which include electronic archiving, needs assessment for the MIT E- Government project, improvement of the network infrastructure and training of staff on newest applications all demonstrate this.

This directorate needs to be linked more closely to the government-wide e-government initiative and to help MIT meet the technological, competitive and strategic challenges and exploit opportunities posed by new Information Technology. The AMIR Program has proposed that MIT recruit a Chief Information Officer, though the level of the organization in which this person would be based remains to be identified. This function, however, will help change the information and IT activities of the Ministry from a primary focus on computer hardware and software to one based on the information needs of Government.

#### 4.3.6 Financial Affairs and Trade Directorate: Roles and Responsibilities

This directorate is responsible for all financial and accounting matters concerning the operation of MIT. It has a staff of 60. Sections include:

- a) **Expenses** - Government balance sheet
- b) **Expenses** - monies related to special trading areas i.e. wheat subsidies
- c) **Revenue** - fees from Companies Register...new section
- d) **Stores Accounting** – from stored wheat
- e) **Banking & Cash** – collect and account for funds from wheat purchases from centers away from Headquarters
- f) **Analysis Accounting** – prepare monthly reports of costs for every purchase...new section
- g) **Central Accounting** – prepares monthly reports on all expenditures at MIT

h) **Receivables** – concerning wheat sold to flour mills

The department needs to modernize its accounting systems. Its current project which is to upgrade the accounting system provided by the Ministry of Finance is aligned with the objective of upgrading management systems at MIT. Some of the functional activities of this directorate should change when the supply function leaves the ministry. This will help in streamlining this directorate.

#### 4.3.7 Personnel Directorate: Roles and Responsibilities

This directorate supplies the traditional record keeping functions concerning employees with the inclusion of the responsibility of recruitment. As proposed above, his Directorate needs to be restructured in a way consistent with the proposed creation of a Human Resources Directorate It currently has a staff of 24. Sections include:

a) **Information and Statistics**

A new section which is supposed to collect data concerning employees and their needs, and positions which need to be filled. However there is no uniform system for doing this.

b) **Files**

This is a paper filing system that is supposed to have complete data on employees. Filing system is antiquated and data is incomplete.

c) **Following**

Provides control and follow-up and job descriptions which were described by the personnel staff as not being used effectively.

d) **Employment**

Runs the recruitment process. This function is more appropriate to an HR Department, to be established.

e) **Orientation**

Provides induction processes. This function, too, is more appropriate to an HR department.

If a Center of Excellence is to become a reality at MIT, it must have modern and effective Human Resource Management. This means separating HR systems from HR development.

This directorate is in great need of restructuring, assignment of new roles and responsibilities, and upgrades in all IT systems. Personnel should be come an **HR Systems** directorate which is separate though closely coordinated with an **HR Development** directorate.

A HR Systems directorate would deal with Personnel Administration .Its key responsibilities would be to document all employee information and handle compliance issues concerning personnel. Its responsibilities could include: update and monitor existing personnel and procedures payroll information, benefits information, time and attendance, applicant tracking in recruitment process, leaves and vacations, employee details, salary and promotion history, performance appraisal documentation and tracking, training records and tracking. Current HRIS software makes the creation of the administrative systems relatively easy.

#### 4.3.8 Development and Studies Directorate: Roles and Responsibilities

This directorate is the one responsible for Human Resource Development and Training. It has a staff of 12. Sections include:

- a) **Administrative Development** – does studies on strategic planning, structure, tasks and procedures
- b) **Statistics**
- c) **Studies – economic studies**
- d) **Training**- schedule training with outside sources including National Institute of Training

This directorate could be transformed into a modern HR Development department, the functions of which are outlined above. It could then play a key role in organizational capacity building and is very important to the Center of Excellence Program. (Annex I) briefly details some of the roles and responsibilities of a good HRD directorate.

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## 5.0 LAW AND BY-LAWS

This assessment has not focused in detail on the laws and by-laws governing the operations of the Ministry of Industry and Trade, and has not recommended any modifications to them. In the Consultants' view, any such modifications should flow from organizational and functional changes adopted by the Ministry, rather than preceding them. This assessment does, however, review both Law 18 and By-Law No. 94 from an organizational point of view and poses the question, Can progress be made towards the goal of forming a Center of Excellence with the existing legal framework? The answer is yes. (Unofficial English translations of Law 18 and By-law 94 are provided in Annexes A and B, respectively)

### 5.1 Law No. 18 for the year 1998

The current law appears “lopsided” in the sense that it outlines (Articles 1 through 5) brief, generalized descriptions of MIT which are not up to date. The rest of the law deals mainly with the supply functions. By virtue of the existing law, MIT carries out many control functions, while this organization assessment recommends that its real role should focus more on policy formulation and oversight.

Efforts are underway to remove the supply function from MIT. This initiative should be pursued with vigor. The lawyer commented that when an update of the Supply Function law is completed, an **automatic removal process** [*what does this mean?*] would take place and the law governing MIT will become less cumbersome. At that time, it would be appropriate to review the existing law to ensure that it clearly reflects the purposes, aims, roles and description of a “modern” MIT.

#### 5.1.2 By-Law 94 for the year 1998...Regulation on Organizing and Administrating the Ministry of Industry and Trade

The By-Law was evaluated as to the degree of organizational autonomy it accords to the MIT. Articles 8-13 (Annex B). Organizational autonomy is the institution's degree of independence from other government or other regulatory bodies. While not unrestrained, this independence must exist to the extent that the organization is able to conduct its affairs and meet its responsibilities in an effective manner. Effective autonomy is characterized by the power to make decisions. This includes several components:

- a) Sets own organizational policies and goals and changes them as necessary to provide guidance and direction in achieving the objectives of the institution.
- b) Develops strategies to achieve organizational goals.
- c) Conducts studies and carries out long term planning to meet expected demands on the organization: approves and acts on those plans.
- d) Prepares annual budgets consonant with needs and is, for the great part, successful in obtaining approvals.
- e) Establishes and maintains staffing levels sufficient to meet needs.
- f) Employs, promotes and disciplines personnel within established guidelines.
- g) Determines own organization structure including roles and responsibilities of major divisions.

The By-law appears to endow MIT with sufficient organizational autonomy.

Changes may, however, need to be made in Articles 1-6 of the by-law, especially Articles 5 and 6, which describe the “Directorates at Ministry’s headquarters”. They are not up to date.

- a) Insurance directorate is now under IRC.
- b) Foreign Trade Policy directorate is not included.
- c) Listed descriptions, functions and names of many of the directorates are not up to date.

Some of the listings including Inventory Management, Operation and Maintenance, the Mills will all change when the Supply function leaves. In fact all Directorates will have to be redescribed in light of change processes which are currently being activated at MIT.

To summarize, MIT has enough autonomy to determine structural changes, implement the strategic plan, redefine roles and responsibilities of various functions and make the needed changes, and to take the initial steps to build capacity to improve its effectiveness. When current roles and responsibilities are defined for various directorates, then the By-Law should be changed to reflect these new descriptions.

## 6.0 NEXT STEPS

What follows below is a table containing several follow-on steps. Although it is a list, some steps can be done simultaneously, some are sequential, some require more analysis and their findings may no doubt mandate changes in activities already underway. The most important point is that building a Center of Excellence requires time, commitment and change. However it must be understood that excellence begins with doing a thousand small things well. The implementation of much of the Strategic Plan should begin immediately. The restructuring process should take place quickly and the alignment process should begin as well. Whatever change initiatives are launched at MIT, it has the responsibility for running the day to day operation and building a more effective organization simultaneously. It will require a coordinated effort on the part of many people but if the commitment is made, it can succeed.

**FOLLOW-ON STEPS****A. Center of Excellence**

- **Approve draft of Memo of Understanding.**
- **Hire 2 more technical advisors for COE staff.**
- **Formalize these positions in the Organization structure.**
- **Formulate an agenda for the COE with inclusions for coordination of COE programmatic activities.**
- **Establish links with other Ministries and agencies that could help further the program.**
- **Collaborate and share information with similar initiatives being undertaken in other Ministries.**
- **Communicate the program and its benefits to the Organization.**

**B. Strategic Plan**

- **Validate plan by giving it Ministerial approval.**
- **Designate a formal coordinator to follow-up, monitor, and evaluate progress of Strategic Plan implementation.**
- **Communicate the process and values of strategic planning throughout the organization to promote understanding and build consensus.**
- **Communicate the goals, outputs and activities in the Plan to all levels of the organization.**
- **Link action/ implementation plans to the Strategic Plan.**
- **Ensure Action Plans have performance targets.**
- **Implement Action Plans and establish a system for monitoring, review and evaluating progress.**
- **Update and if appropriate, reprioritize certain implementation activities to reflect the ongoing changes in the investment promotion and policy, and current economic environment and e-government initiatives.**
- **Use the plan as a tool for soliciting donor support for the accomplishment of its activities.**

**C. Alignment Process**

- Conduct a GAP ANALYSIS to determine the alignment of current functional activities, current projects being undertaken in relationship to the goals, objectives, outputs and activities in the Strategic Plan.
- Make a determination on the functional level related to what is needed to close the GAP.
- On a priority basis make decisions for support and resources given to various functions.
- Link functional needs to human resource needs i.e. manpower planning, training.
- Establish clear functional goals and outputs.
- Particularly review functions that still have Supply function responsibilities in order to anticipate their removal.

**D. Organizational Structure**

- Review proposed structural changes.
- Make decision on changes based on criteria set forth in this document as well as determining whether the proposal better supports MIT's goals and objectives.
- Use process delineated in the By-law which gives MIT the autonomy to make these changes.
- Make changes and approve.

**E. Law and By-Law Changes**

- Monitor progress of Supply Function removal.
- When new Supply Law is to be created/ changed, perform legal review of existing law in order to amend and enhance Trade Law to reflect the current mandate.

**F. Capacity Building**

- Create A Human Resources Development Directorate.
- Develop a comprehensive HR plan including: manpower inventory, staffing needs, training needs and implementation plans, performance accountability.
- "Rightsize" the organization by increasing the professional staff.

ANNEXES



**Annex A**  
**Unofficial Translation of Law No. (18) for the year 1998**  
**Industry and Trade Law**

**Article (1)**

This law shall be known as the (Industry and Trade Law for the year 1998), and shall come into effect (30) days after its publication in the Official Gazette.

**Article (2)**

The following words and phrases wherever used in this Law shall have the meanings ascribed thereto hereunder unless the context indicates otherwise:

<b><u>Ministry:</u></b>	<u>The Ministry of Industry and Trade.</u>
<b><u>Minister:</u></b>	<u>The Minister of Industry and Trade.</u>
<b><u>Basic Articles:</u></b>	<u>The Articles which the Council of Ministers decides to consider basic according to the provisions of this Law.</u>
<b><u>Strategic Inventory:</u></b>	<u>The inventory of Basic Articles which the Council of Ministers decides, for achieving its policies and objectives, to preserve at the Ministry a specified quantity thereof.</u>

**Article (3)**

- A- As of the date of enforcing this Law, the Ministry shall become the legal successor for the Ministry of Supply and shall perform the functions entrusted therewith stipulated in this Law. The phrases “Minster of Supply” and “Ministry of Supply”, wherever provided for in any enacted law or regulation, shall be replaced with the phrases “Minister of Industry and Trade” and “Ministry of Industry and Trade”.
- B- The instructions or decisions issued by the Minister of Supply or the Ministry of Supply or the contracts to which it is a party shall be considered valid as have been issued by the Ministry or the Minister or concluded therewith, as the case maybe.

**Article (4)**

The Ministry shall establish and work on implementing general economic, industrial and commercial policies in the Kingdom, in addition to implementing any other matter falling within its jurisdiction pursuant to any enacted legislation. In this context, the Ministry shall perform the following:

**A- In Industry:**

- 1- Prepare studies and programs on industry, work on its development and increase its competitiveness.
- 2- Regulate industry as to type, good industry requirements, classification and registration thereof according to a regulation issued for this purpose.
- 3- Organize an Industrial Register for existing industrial projects in the Kingdom pursuant to instructions issued by the Minister and published in the Official Gazette.

- 4- Follow-up on industrial production as to productivity and quality control thereof according to instructions issued by the Minister for this purpose. Industrial enterprises shall, when required, provide the Ministry with periodical reports.

### **B- In Trade:**

Regulate and monitor internal and external trade and prepare studies regarding thereto, in particular the following:

- 1- Monitor markets to preserve the citizen's interest and verify compliance the provisions of this law and the regulations issued pursuant thereto.
- 2- Conclude agreements, contracts or undertakings, offer and award tenders to provide the Basic Articles which provision is entrusted with the Ministry according to the provisions of this Law and preserve a Strategic Inventory thereof, taking into account what is available thereof with traders.
- 3- Regulate the selling, pricing, distributing, circulating, displaying, transporting, warehousing, using and exporting the Ministry's surplus of Basic Articles and Strategic Inventory articles.
- 4- Establish, administer, rent and lease warehouses and other facilities necessary for the Ministry's activities.
- 5- Approve applications of private and public, local and foreign corporations to hold commercial and industrial exhibitions in the kingdom, and monitor such exhibitions, as well as organize exhibitions for Jordanian products abroad or participate in exhibitions held in foreign countries according to the conditions determined by the Ministry pursuant to instructions published in the Official Gazette and daily newspaper.

### **C- In International Commercial and Industrial affairs:**

- 1- Study Arab, international and regional commercial and industrial assemblies and bodies, and recommend to the Council of Ministers with regards to dealing with, the feasibility from accession thereto, along with stating consequences thereof on national economy.
- 2- Prepare drafts of industrial and commercial agreements and protocols to which the Kingdom is a party.
- 3- Follow-up on the implementation of industrial and commercial agreements or protocols and projects derived therefrom, and submit periodical reports to the Council of Ministers regarding the economic implications of such agreements, protocols and projects.

### **Article (5)**

Industrial companies shall not be registered in the Companies Register, and industrial sole proprietorships shall not be registered in the Commercial Register unless registered in the Industrial Register referred to in Subparagraph (3) of Paragraph (A) of Article (4) of this Law.

### **Article (6)**

- A- A special account for trading with Basic Articles which provisions is entrusted with the Ministry in the Kingdom shall be established at the Ministry, and shall be known as (Commercial Account). Such Account shall have a special budget approved by the Parliament and revenues thereof shall consist of the following:
  - 1- The revenues of trading in Basic Articles.
  - 2- The revenues of operating the Ministry's facilities.
  - 3- The annual fund allocated for this account in the General Budget.

- B- The Ministry shall prepare at the end of every fiscal year a report concerning its functions pertaining to the Commercial Account, and submit such, within a period not exceeding March 31<sup>st</sup> of the following year to the Council of Ministers, attaching therewith its final statements.
- C- Any financial surplus in the annual Commercial Account shall be transferred to the Public Treasury, which shall cover any deficit occurring therein by a decision of the Council of Ministers upon the Minister's recommendations.
- D- Any other matters pertaining to the Commercial Account shall be regulated according to a regulation issued for this purpose.

#### Article (7)

- A- The Council of Ministers shall, upon the recommendation of the Minister, set the prices of any of the Basic Articles.
- B- Markets inspectors shall verify that circulated Articles and commodities are being sold at the prices announced according to paragraph (A) of Article (11) of this Law or at the prices specified therefore pursuant to the provisions of Paragraph (A) of this Article, and shall also verify their validity for consumption, take the necessary measures in this regard and organize seizing reports against the violators to transfer them to the competent court.

#### Article (8)

The ministry shall, for statistical purposes, monitor the Inventory of Basic Articles of wholesalers to ensure the abundance of the Strategic Inventory Articles, in pursuant to instructions issued by the Minister for this purpose which shall include the monitoring procedures, Inventory registering and any changes occurring thereon as to types and quantities of Articles therein. such instructions shall be published in local newspapers.

#### Article (9)

Data submitted by the industrial enterprises pursuant to this Law or the regulations issued pursuant thereto, or on the basis of a request from the competent authority at the Ministry shall be considered confidential and shall not be disclosed unless by an order from the competent court, and unless such data was accessible by the public in any other means.

#### Article (10)

The Minister shall decide on the method of disposing of the Basic Articles owned by the Ministry, which has become unfit for human consumption, whether by destroying or selling such for purposes of animal consumption through committees formed thereby for this purpose.

#### Article (11)

- A- Each trader shall, in an apparent and obvious manner, post the price of every good displayed for sale whether or not the price is specified according to the provisions of this Law and shall abide by such prices as a maximum limit. Where it is not possible to post prices on some of the goods, the trader shall organize a list of prices thereof and shall post it in an apparent place near the shop's entrance in order to enable clients to easily examine it.

- B- Wholesalers shall provide the purchaser with an invoice including type, quantity and price of the Article or goods, and shall keep a copy thereof for a period not less than two years. Retailers of any Article or goods shall provide the purchaser with an invoice upon his request.

#### Article (12)

- A- It shall be prohibited for any person to commit any of the following actions:
- 1- Announcing the liquidation of a shop by selling its assets in sale prices in order to change its purposes or closing the shop without taking the necessary legal procedures at the Ministry in the Trade Register or in the Companies Register.
  - 2- Announcing fictitious sales on goods, while no reduction on prices before or after the sale is made.
  - 3- Announcing sales without specifying their period or by exceeding the period specified in the announcement.
  - 4- Announcing in fields of promoting goods, contracts or service of free prizes which are due pursuant to certain conditions, and violating such conditions, abstaining from granting such prizes, granting the prizes to a number of people less than the announced number or committing fraud in granting such prizes.
  - 5- Administrating, regulating, promoting or participating in a plan that requires the participants pay amounts of money without gaining any direct interest, or promising such to obtain a direct benefit for making others participate in this plan, and any other like action according to the detailed decisions issued by the Minister for this purpose.
- B- The Minister shall issue instructions specifying the procedures pertaining to implementing the provisions of Paragraph (A) of this Article published in the Official Gazette and daily newspapers.

#### Article (13)

Anyone violating the provisions of Article (11) of this Law shall be penalized with a fine not less than (30) Dinars and not exceeding (300) Dinars.

#### Article (14)

Anyone violating the provisions of Subparagraphs (1) (2) (3) of Paragraph (A) of Article (12) of this Law shall be penalized with a fine not less than (500) Dinars and not exceeding (3000) Dinars.

#### Article (15)

- A- Anyone committing the following, shall be penalized with a fine not less than (1000) Dinars and not exceeding (10.000) Dinars and imprisonment not less than (3) months and not exceeding than (1) year, or either penalties:
- 1- Violating the provisions of Subparagraph (4) of Paragraph (A) of Article (12) of this Law.
  - 2- Violating the provisions of Subparagraph (5) of paragraph (A) of Article (12) of this Law by ways of administrating the plan mentioned therein or regulating or promoting such, and shall also be ordered to refund the money obtained accordingly.
- B- Anyone participating in the plan as stipulated in Subparagraph (5) of Paragraph (A) of Article (12) shall be penalized with a fine not less than (50) Dinars and not exceeding (200) Dinars, and shall be ordered to refund the money that he obtained within the plan.

- C- Decisions issued pursuant to Paragraphs (A), (B) of this Article shall be published in local newspapers, for the review of interested parties, at the convicted expense.

#### Article (16)

- A- Anyone committing the following shall be penalized with a fine not less than (500) Dinars and not exceeding (1000) Dinars, or imprisonment not less than (2) months or both penalties :
- 1- Selling, displaying for sale or storing for purpose of selling, any goods that have expired or are unfit for human consumption.
  - 2- Hoarding any Basic Article from the purchaser or refraining from selling it thereto, or selling it at a price exceeding the price specified according to Paragraph (A) of Article (11) of this Law.
  - 3- Obstructing any of the Ministry's authorized employees from performing any of the duties and tasks assigned thereto while implementing the provisions of this Law and the regulations and instructions issued pursuant thereto, provided that such obstruction is physical.
- B- The Court may order to seize Articles and goods subject matter of the violation until an adjudication regarding such is issued, or may decide to confiscate such.

#### Article (17)

If the violation was repeated once, the penalty, whether fine or imprisonment, shall be doubled to its maximum limit. If the violation was repeated more than once within a period of three years, the penalty shall be the fine to its maximum limit in addition to imprisonment for a period not less than the minimum limit of the penalty determined for the violation and not exceeding its maximum limit provided for in Articles (14), (15) and (16) of this Law.

#### Article (18)

- A- The shop owner and the manager thereof shall be, as the case may be, responsible for any violation of the provisions of this Law.
- B- Seizure documents organized by market inspectors on the violations provided for in this Law shall be valid until the contrary of what is contained therein is proven. In investigating any violation, market inspectors may search the shop and its warehouses in the presence of the shop owner or executive manager thereof. In case the owner or manger is absent, market inspectors shall suffice with the presence of any employee or worker in the shop and may, when necessary, seek the aid of the competent security bodies.
- C- Goods subject matter of the violation may be seized by means of a permission by the General Prosecutor and shall be placed as a deposit with the shop's owner or transfer such goods to an official warehouse until a decision is issued regarding the violation.
- D- Judge of Summary Proceedings may, upon a request of the shop owner or whom he delegates or the Ministry's employee authorized according to Paragraph (B) of Article (19) of this Law,

issue a decision to sell the perishable seized goods, before an adjudication regarding the violation pertaining thereto is issued. Such goods shall be sold in an expedited manner, and upon stating justified circumstances and reasons therefore in the seizure minutes. Proceeds of sale shall be detained with the Ministry until the court decides to dispose of such. If an adjudication of discharge or un-liability was issued, the proceeds shall be paid to the owner of the shop or the manager thereof after deducting the expenses regardless the value of the seized articles.

- E- Sale procedures shall be determined by a decision issued by the Minister, who may agree to keep the seized articles in its owner's custody without selling them, in return of a financial surety for the account of the Ministry in the amount of these article's value.

#### Article (19)

- A- Court of First Instance shall have jurisdiction in reviewing all the violations provided for in this Law.
- B- The Minister shall authorize any of the Ministry's employees to notify the seizure of violations subject to the provisions of this Law, and the date of the court hearings, taking into account the notification procedures specified in the Civil Proceedings Law.

#### Article (20)

The Minister may authorize in writing any of his powers provided for in this Law or the regulations issued pursuant thereto to the Ministry's Secretary General or Assistant Secretary General, or the Ministry's offices Directors in the Governorates.

#### Article (21)

The Minister shall issue the necessary instructions and decisions to implement the provisions of this Law and regulations issued pursuant thereto.

#### Article (22)

The Council of Ministers shall issue the regulations necessary to implement the provisions of this Law.

#### Article (23)

- A- As of the date of enforcing the provisions of this Law, Supply Law No. (17) for the year 1992, and provisions of any other legislation contradicting with the provisions of this Law shall be repealed.
- B- Notwithstanding what is stated in Paragraph (A) of this Article, every decision issued by a competent authority pursuant to the Supply Law No. (17) for the year 1992 or any other legislation pertaining to supply shall be enforced, unless such decision contradicts the provisions of this Law or was repealed by a decision issued by a competent authority.

#### Article (24)

The Prime Minister and the Ministers shall be responsible for executing the provisions of this Law.

15/8/1998

**Annex B**  
**Unofficial Translation of By-Law No. (94) for the Year 1998**  
**Regulation on Organizing and Administrating the Ministry of Industry and Trade**

**Article (1)**

This Regulation shall be known as the (Regulation on Organizing and Administrating the Ministry of Industry and Trade for the Year 1998), and shall come into effect as of the date of its publication in the Official Gazette.

**Article (2)**

The following words wherever used in this Regulation shall have the meanings ascribed thereto hereunder unless the context indicates otherwise:

<b><u>Ministry:</u></b>	<u>Ministry of Industry and Trade.</u>
<b><u>Minister:</u></b>	<u>Minister of Industry and Trade.</u>
<b><u>Secretary General:</u></b>	<u>Secretary General of the Ministry.</u>
<b><u>Directorate:</u></b>	<u>Any Directorate at or outside the Ministry's headquarters.</u>
<b><u>Director:</u></b>	<u>The Director of the Directorate.</u>

**Article (3)**

The Ministry shall establish and work on implementing general economic, industrial and commercial policies in the Kingdom, in addition to implementing any other matter falling within its jurisdiction pursuant to any enacted legislation.

**Article (4)**

The administrative body at the Ministry shall constitute of the following:

- A- The Secretary General.
- B- The Assistants of Secretary General.
- C- The Directors of all Directorates at or outside the Ministry's headquarter.
- D- The Heads of specialized units.

**Article (5)**

The Directorates at Ministry's headquarter shall include the following and shall assume the tasks hereunder:

- A- Directorate of Companies Controller:  
Shall be responsible for implementing the Companies Law.
  
- B- Directorate of Supervising Insurance Activities:  
Shall be responsible for supervising insurance market and monitor insurance companies and workers therein according to the Monitoring of Insurance Activities Law.
  
- C- Directorate of Trade:  
Shall be responsible for regulating internal and external (foreign) trade; supervise the implementation of contracts with traders; and implement the Import and Export Law, subject to the provisions of trade agreements and protocols to which the Kingdom is a party.
  
- D- Directorate of Economic Relations:  
Shall be responsible for preparing and developing economic and commercial draft agreements and protocols and studies; researches pertaining to the Kingdom's economic and commercial relations with other countries; researches and analyses thereof which pertain to Jordanian imports and exports; researches pertaining to the activities of Arab and international economic organizations; and supervising the organizing of commercial exhibitions in the Kingdom and abroad.
  
- E- Directorate of Industrial Development and Protection of National Production:  
Shall be responsible for preparing programs and studies on industry and working on developing, increasing productivity, regulating and classifying thereof; following up on

national production as its productivity, quality control and establishment of appropriate criteria for industrial registration; and implementing the National Production Protection Law.

F- Directorate of Industrial Property Protection:

Shall be responsible for supervising all matters pertaining to trade marks, patents and industrial models and designs; indexing thereof; providing the necessary protection thereto according to enacted legislation; and collaborating with international organizations interested with intellectual property.

G- Directorate of the Central Commercial and Industrial Register :

Shall be responsible for supervising the Companies Register, Commercial Register, Commercial Agents and Mediators (Middlemen) Register, Industrial Register, Trade Names Register, and any changes occurring thereon.

H- Directorate of Internal Auditing:

Shall be responsible for auditing and financial and administrative monitoring to verify that the specified goals are accomplished according to the outlined objectives and policies; and providing higher administration with information and data on its activities for purposes of reinforcing audit, assessment and accountability.

I- Directorate of Inventory Management:

Shall be responsible for supervising the Kingdom's inventory available at the public and private sector; storing, distributing, sterilizing and transporting supply articles in the Ministry's complexes; providing mills with wheat and supervising the distribution of such mills production of wheat and bran.

J- Directorate of Quality Control and Market Monitoring:

Shall be responsible for assuring the availability of Basic Articles at the markets and verifying their validity for consumption; ensuring that traders display their sale prices and that they comply therewith; and seizing violations according to the Industry and Trade Law.

K- Directorate of Commercial Account:

Shall be responsible for maintaining registers for the Commercial Account according to its regulation; preparing budget and end-year statements thereof; administrating the revenues thereof to trade with Basic Articles which provisions is entrusted with the Ministry, including loans, grants and agreements pertaining to the importing of such Articles.

L- Directorate of Legal Affairs:

Shall be responsible for extending consultation on all legal matters pertaining to the Ministry's work; reviewing draft laws, regulations and instructions; preparing responsive pleadings in lawsuits in which the Ministry is a party; preserving and following up on bonds and participating in investigation committees.

M- Directorate of Financial and Administrative Affairs:

Shall be responsible for all administrative procedures pertaining to correspondences, files, administrative services and public relations; supervising the financial and administrative activities and supplies and procurements; and preparing annual budget draft for the Ministry.

N- Directorate of Personnel Affairs:

Shall be responsible for supervising all procedures pertaining to personnel affairs, and procedures of appointment, promotion, transferal, delegation and disciplinary measure thereof and all other matters pertaining to employees without contradicting with any enacted legislation.

O- Directorate of Computer and Information:

Shall be responsible for supervising and maintaining all systems, programs, computers and networks, and electronic information database; and preparing statistics pertaining to the Ministry's data.

P- Directorate of Operation and Maintenance:

Shall be responsible for supervising the operation of the Ministry's complexes and warehouses; maintaining such and preparing tendering documents therefore.

Q- Directorate of Administrative Development and Studies:

Shall be responsible for studying organizational charts of the administrative units at the Ministry; preparing job description cards; reviewing working procedures and extending suggestions to develop and streamline such; preparing training programs for the Ministry's employees; organizing courses, assignments and scholarships affairs; as well as collecting statistical information pertaining to the Ministry's activities and conducting researches and studies relating to its fields of activities.

#### Article (6)

The Directorates outside the Ministry's headquarter shall include the following and shall assume the tasks hereunder:

A- Directorate of Juwiedeh Mill:

Shall be responsible for milling wheat; producing types of wheat and bran; ensuring their production to the Ministry's distribution centers, local market and the Jordanian Armed Forces; and milling wheat for private sector against fees, in coordination with the Directorate of Inventory Management.

B- Directorate of Juwiedeh Complex.

C- Directorate of Zarqa Complex.

D- Directorate of Northern Complex.

The complexes provided for in Paragraphs (B), (C) and (D) of this Article shall be responsible for supervising the warehousing, distributing and selling of Basic Articles.

E- Directorates of the Ministry in Governorates Centers:

Shall be responsible for assuming the tasks entrusted therewith to implement the Industry and Trade Law and the regulations and instructions issued pursuant thereto.

#### Article (7)

A- The following shall be associated to the Minister:

- 1- The Secretary General.
- 2- The Counselor whom the Minister decides his association thereto.
- 3- The Director of Internal Audit Directorate.
- 4- The Manager of the Minister's Office.

Each shall be accountable before the Minister for the tasks and duties entrusted therewith or delegated thereto by the Minister.

B- The following shall be associated to the Secretary General:

- 1- Assistants of the Secretary General.
- 2- Directors of the Directorates, provided that the provisions of Paragraph (A) of Article (8) of this Regulation are taken into account and any other powers determined pursuant to enacted legislation.
- 3- Heads of the specialized units.
- 4- The Economic Counselors.

Each shall be accountable before the Secretary General for the tasks and duties entrusted therewith or delegated thereto by the Secretary General.

**Article (8)**

- A- The Minister shall nominate Assistants of the Secretary General and shall specify their tasks and duties and the Directorates affiliated therewith. He shall also nominate Directors of the Directorates and Heads of the specialized units upon the recommendation of the Secretary General and without contradicting any enacted legislation.
  
- B- The Secretary General shall nominate Heads of the Divisions and Sections upon the relevant Assistant Secretary General's recommendation which is based on the recommendation of the direct competent Director if such was not associated to any of the Secretary General's Assistants.
  
- C- The Minister shall determine the administrative level of the specialized unit.

**Article (9)**

- A- A committee known as the (Committee for Planning, Coordinating and Following Up) shall be formed at the Ministry under the chairmanship of the Ministry and the membership of the following:
  - 1- The Secretary General as Vice Chairman.
  - 2- The Assistants of the Secretary General.
  - 3- The Counselors associated to the Minister.
  - 4- Ten Directors of the Directorates at or outside the Ministry's headquarter and Heads of specialized units at the Ministry's headquarter appointed annually by the Minister.
  
- B- The Director relevant to any matter concerning his Directorate shall participate in the meeting pertaining thereto.

**Article (10)**

- A- The Ministry shall assume the following tasks:
  - 1- Review, adopt, and periodically assess the Ministry's plans.
  - 2- Review the Ministry's annual budget draft and the classifier table therein.
  - 3- Review drafts of laws, regulations and instructions pertaining to the Ministry.
  - 4- Examine activities and accomplishments of the Ministry.
  - 5- Look into whether to conduct any change to the Ministry's organizational chart and the Directorates, divisions and sections association.
  - 6- Any other matters the Chairman deems to present to the Committee.

- B- The Committee shall convene periodically or whenever necessary upon an invitation from the Chairman or, when absent, by his Vice-Chairman. The quorum of the meeting shall be met if attended by the majority of members, provided that the Chairman or the Vice-Chairman shall be one of them. The Committee shall issue its decisions unanimously or by majority vote of its present members. If the votes are tied, then the vote of the meeting's Chairman shall be determinant.
- C- The Committee's Chairman or Vice Chairman shall be entitled to invite any person working in or outside the Ministry to participate in the Committee's meeting for consultation in the matters presented thereto, without such persons being entitled to vote.
- D- The Secretary General shall appoint one of the Ministry's members to perform the duties of the Committee's Secretary to regulate the Committee's meetings and minutes and follow up on its recommendation.

#### **Article (11)**

The Minister may, upon the recommendation of the Committee for Planning, Coordinating and Following Up, create any new Directorate or specialized unit, abolish or amalgamate existing ones. The Secretary General may, upon the recommendation of the relevant Assistant Secretary General or competent Director create any new Division or Section at any Directorate, abolish or amalgamate existing ones.

#### **Article (12)**

The Minister may authorize any of his powers provided for in this Regulation to the Secretary General or any Assistant Secretary General or Directors, provided that such authorization shall be written and specific.

#### **Article (13)**

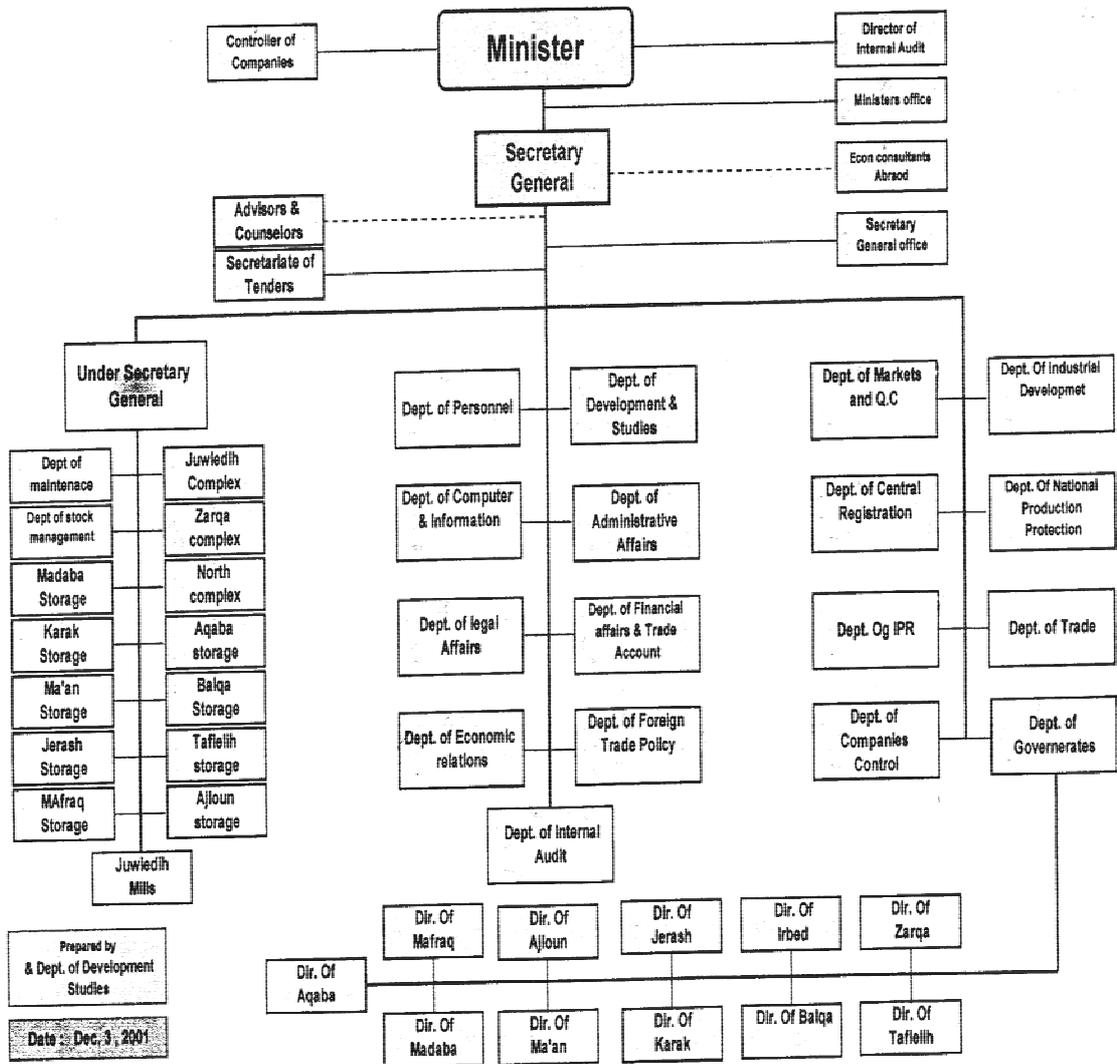
The Minister shall issue the instructions necessary to implement the provisions of this Regulation.

#### **Article (14)**

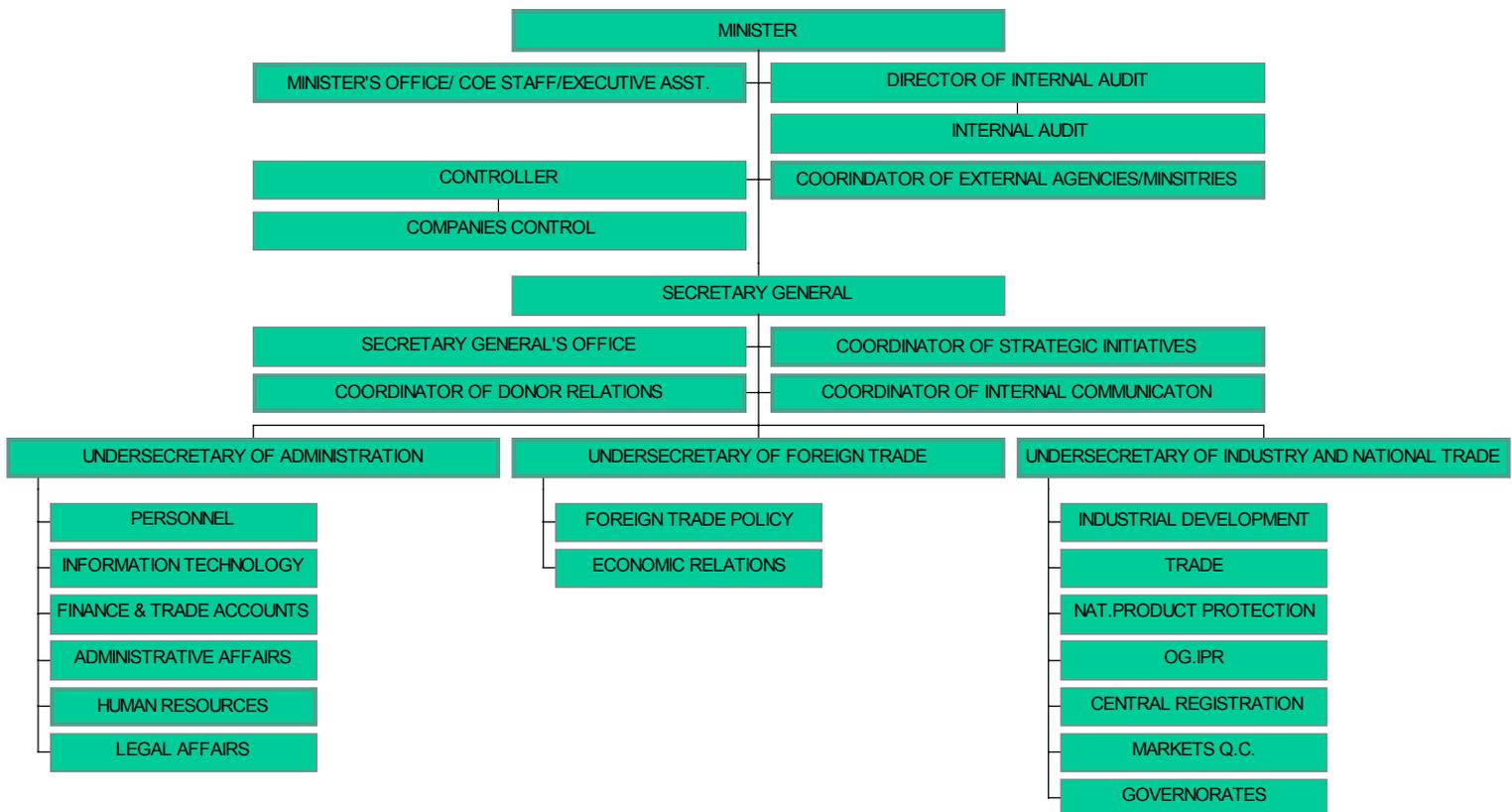
- A- The following shall be repealed:
  - 1- The By-Law on Organizing the Ministry of Industry and Trade No. (52) for the year 1975 and its amendments.
  - 2- The By-Law on Organizing and Administrating the Ministry of Supply No. (23) for the year 1974 and its amendments.
- B- The instructions and decisions issued pursuant to the Regulations provided for in Paragraph (A) of this Article shall be valid until repealed or replaced with others according to the provisions of this Regulation.

**Annex C**  
**Draft MIT Organizational Chart, as of December 2001**

MIT Organization Structure



**Annex: D**  
**Proposed Draft of Organization Chart MIT, May 2002**



Annex E: Gap Analysis**MODEL: STRATEGIC PLAN/FUNCTION ALIGNMENT PROCESS****ECONOMIC RELATIONS DIRECTORATE****SUMMARY OF RESPONSIBILITIES:**

Prepare agreements and protocols, projects, studies, research regarding trade relations between Jordan and other countries, and research concerning Jordanian imports and exports, develop analyses, and research concerning Arabic and international organizations, and process applications for attending commercial exhibitions either in the kingdom or outside.

<u>Current Activities</u>	<u>Strategic Implementation Projects</u>	<u>Strategic Activities</u>	<u>Strategic Gaps</u>
<u>Study bilateral trade agreements</u>  <u>Handle correspondence between MIT and embassies/ministries</u>  <u>Prepare import/export information for Joint Committee and Arab League Meetings</u>  <u>Grant permission to attend trade exhibitions and process applications for trade exhibitions held in Jordan</u>	<u>Produce a booklet on Arab Trade Agreement</u>  <u>Develop an Economic Relations Reporting System</u>	<u>Conduct economic research to understand trade development opportunities and target markets to guide future trade cooperation and liberalization</u> <u>Monitor economic and market developments in other countries relevant for formulation of Jordan trade policy</u> <u>Prepare and negotiate new bilateral, regional and trade agreements and market entry strategies</u> <u>Intensive partnerships with the private sector</u>	

The matrix illustrated forms a model for the alignment of functional roles and activities with strategic goals and outputs. It provides a roadmap for decisions that need to be made concerning workflow, work coordination, resources needed. Economic Relations is an example of the type of gap-analysis activity needed for all.

## Annex E: Gap Analysis

### FUNCTIONAL GAP ANALYSIS

1. What activities need to be added in order to meet strategic goals/outcomes?
2. What activities need to be removed?
3. What activities are duplicated by other functions and how should this duplication be resolved?
4. What cross-functional coordination is needed? i.e. information sharing, information hand - off, cross functional tasking, cross functional project establishment
5. What resources are needed? This could include:

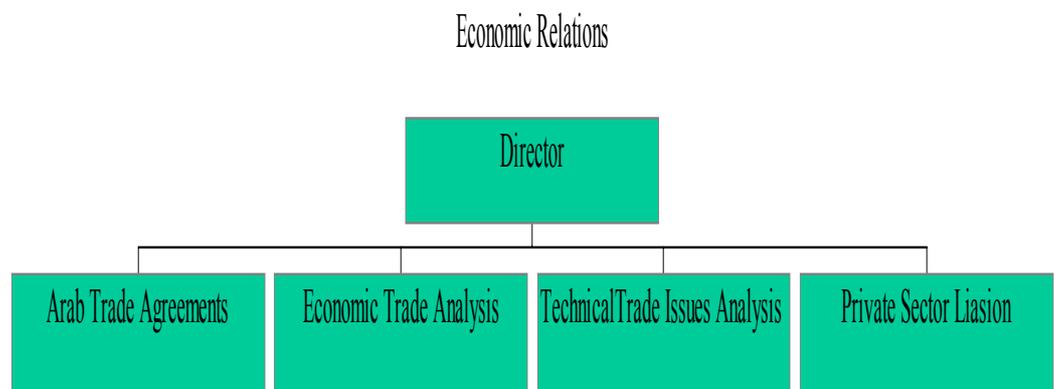
<b>RESOURCES</b>	<b>ASSESSMENT</b>
<i>Staff increase/decrease/shift</i>	
<i>Skills requirements</i>	
<i>Knowledge requirements</i>	
<i>Information needs</i>	
<i>Information Technology needs</i>	
<i>Training Needs</i>	

Annex:F

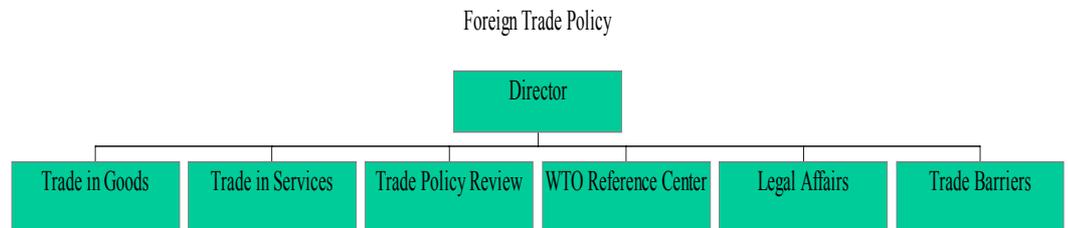
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## Proposed Structure of Sections of Economic Relations Directorate



**Annex: G**  
**Proposed Structure of Sections of Foreign Trade Policy Directorate**



Annex HTranslated by Al-Yousufi Authorized Translation Est. dated 22/4/2002**The Detailed Work Plan 2002 for the Foreign Trade Policy Directorate**

<u>Goals</u>	<u>In Charge of Execution</u>	<u>Execution Time Frame</u>	<u>Necessary Inputs</u>
<u>First: developing a commercial policy and strategies to penetrate through the foreign markets</u>			
<ul style="list-style-type: none"> <li><u>Starting inquiring about and studying the opportunities for developing the trade in the parts of merchandise and services at the external markets as well as to prepare the referential items for a number of the economic studies for the said opportunities towards applying to the granting parties for financing and initiating with executing them in the year 2003.</u></li> </ul>	<u>Services Trading Section + Merchandise Trading section</u>		<ul style="list-style-type: none"> <li><u>- 6000 Dinars</u></li> <li><u>- The need for two employees at the section.</u></li> </ul>
<ul style="list-style-type: none"> <li><u>Initiating with building a comprehensive data base regarding the foreign commercial policies at the member states at the World Trade Organization that shall include the liabilities of the said states, customs tariff schedules and others through:</u></li> </ul> <p><u>1- Collecting the documents of the organization and the policies reviewing reports issued by the competent committees related to the member states in addition to classifying and maintaining the same at the policies reviewing section as well as to provide the non available of them.</u></p> <p><u>2- To obtain an electronic copy of the data mentioned in (1) to facilitate the researching process and referring to them from the World Trade Organization.</u></p> <p><u>3- To prepare a quarterly report for the most important and recent developments regarding the liabilities of the member states in addition to following up any local or International developments and to circulate them among the private sector and the other concerned parties.</u></p>	<u>Policies Revision Section &amp; Referential Data Center Section</u>		<ul style="list-style-type: none"> <li><u>- Purchasing a data hard disk from WTO</u></li> <li><u>- Financial cost: 4000 Dinars</u></li> </ul>

<u>Goals</u>	<u>In Charge of Execution</u>	<u>Execution Time Frame</u>	<u>Necessary Inputs</u>
<u>First: developing a commercial policy and strategies to penetrate through the foreign markets</u>			
<ul style="list-style-type: none"> <li>Regarding following up the multilateral commercial negotiations within the frame of the World Trade Organization which has been stated upon by the declaration of the fourth Ministerial Conference for the Organization held in Doha, then the Directorate shall perform as follows:</li> </ul> <p>1- Continue coordination with the establishments of the private sector through the National Committee for the Services Negotiations to assure an active participation of the same in studying the negotiable proposals and upon the negotiation positions through the round of negotiations.</p>	<u>Services Trading Section</u>		<u>A resident expert specialized in negotiation affairs.</u>
<p>2- To form a National Committee for the negotiations of the merchandise trading which membership shall include representatives from the private sector and the public corporations related to the industrial sector as well as to follow up its activities.</p>	<u>Merchandise Trading Section</u>		
<p>3- To form a National Committee for the negotiations set for joining the agreement of the governmental purchases that shall include representatives</p>	<u>Services Trading Section</u>		<u>A new employee for supporting the staff.</u>

**Annex: I****Human Resources Development Directorate**

Peter Drucker, a foremost management practitioner wrote:

That the mission of the modern human resource function is to manage and develop human resources to maximize results rather than to control costs. It has a distinct and separate role from current HR Systems. However both are connected to building the human capacity of an organization.

HR DEVELOPMENT function could contain the following components:

Develop HR policies

Develop Employee handbooks for workplace rules and guidelines

Manpower planning

Recruitment and Selection

Induction

Job Analysis

Job Description

Performance Goals and Standards

Appraisal and Performance Feedback

**Management by Results**

Training Needs Analysis

Training Plans

Training delivery or selection of training vendors

Supervisory Training

Technical Training

Strategic Plan Implementation

Management Development

Executive leadership programs

Promotion and Advancement

Succession Planning

Coaching and Counseling

Employee Safety

MIT has identified a number of HRD areas on which it wishes to focus. These include the following:

- Job Satisfaction
- Creativeness
- Ownership
- More effective management systems
- Delegation
- Performance Accountability

The ministry wishes to develop a “culture of continuous improvement and measured performance against targets.”<sup>2</sup> In order for this to happen there must be an organization unit responsible for this.

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<sup>2</sup> Richard Kingston, Implementation Plan for Ministry of Post and Communications Strategy, December, 2001

Annex J: Meetings Conducted

<u>Organization</u>	<u>Directorate</u>	<u>Name/Title</u>
<u>AMIR Program</u>	<u>Policy Component</u>	<u>Mr. Charles Krakoff, Leader</u>
<u>Ministry of Industry and Trade</u>		<u>Dr. Salah Al-Bashir, Minister</u>
		<u>Mr. Samer Tawil, Secretary General</u>
	<u>Administrative Affairs Directorate</u>	<u>Mr. Ziad Zabanda, Director</u>
	<u>Center of Excellence</u>	<u>Mr. Aref Al Farra, Economic Adviser</u> <u>Mr. Rami Qusus..Economic Adviser</u> <u>Lawyer...Mr. Maher Hamdir</u>
	<u>Central Registration Directorate</u>	<u>Ms. Rula Hadadin, Director</u>
	<u>Companies Controller Directorate</u>	<u>Mr. Salem Al-Khazaleh, Companies Controller</u>
	<u>Economic Relations Directorate</u>	<u>Ms. Jihan Bermamet, Director</u>
	<u>Financial Affairs &amp; Trade Account Directorate</u>	<u>Mr. Subhi Said, Director</u>
	<u>Foreign Trade Policy Directorate</u>	<u>Mr. Majed M. Hamoudeh, Director</u> <u>Mr. Lu'ay Jadoun, Economist</u>
	<u>Governorates Directorate</u>	<u>Mr. Hany Dabbas Director Governorates</u>
	<u>Industrial Development Directorate</u>	<u>Eng. Amer Al-Hadidi, Director</u>
	<u>Industrial Property Protection Directorate</u>	<u>Mr. Samer Al-Tarawneh, Director</u>
	<u>Information Technology (IT) Directorate</u>	<u>Mr. Atif Hamdan, Director</u> <u>Mr. Mohamed Ayed Abu Asal, Assistant Computer Director</u>
	<u>Legal Affairs Directorate</u>	<u>Mr. Adnar Al-Fasfous, Director &amp; Staff</u>
	<u>Markets &amp; Quality Control Directorate</u>	<u>Mr. Mahmoud Abu Hazim, Director</u> <u>Mr. Ismail Abu-Khal, Assistant Director</u>
	<u>National ProductiProtection Directorate</u>	<u>Mr. Baha 'a Eddin Al-Armouti, Director</u>

(cont'd)

Annex J: Meetings Conducted (cont'd)

<u>Organization</u>	<u>Directorate</u>	<u>Name/Title</u>
	<u>Personnel Directorate</u>	<u>Mr. Omar Al-Gazawi, Director</u> <u>Mr. Barhoum Al-Najjar,</u> <u>Assistant Director</u>
	<u>Studies &amp; Development Directorate</u>	<u>Mr. Ali Farhan Al-Sraiheen</u> <u>Director</u> <u>Mr. Ibrahim Al Mestarihi, Head</u> <u>Training Section</u>
	<u>Trade Directorate</u>	<u>Mr. Foad Gharaybeh, Director</u>
<u>National Training Institute</u>	<u>Capacity Building and Institutional Assessment</u>	<u>M. Ahmad Samara, Head</u>
<u>MIT</u>	<u>Internal Audit</u>	<u>Mr. Jamal Al Sa'oub, ...Director</u>
<u>GTZ</u>	<u>Strategic Planning Consultants</u>	<u>Linda Hasse</u> <u>Dieter Volkmar</u>
<u>AMIR Consultants</u>		<u>Kenneth E. Donaldson</u> <u>Cathryn Goddard</u>
	<u>Ministry of Planning COE</u>	<u>Andrew Griminger</u>

## Annex K: References

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2. Memorandum of Understanding between the Ministry of Industry and Trade and the AMIR Program, dated March 24, 2002
3. Accelerating the National Social and Economic Transformation in Jordan : A Proposed Integrated Solution, draft socio-economic plan of the Government of Jordan, November 2001
4. Strategic Plan 2002-2006, Ministry of Industry and Trade, Final Version, December 2001
5. Ministry of Industry and Trade Achievements, in accordance with the Strategic Plan Framework for the Year 2001, Management Development and Studies Directorate, MIT
6. Trade and Investment Information Systems in Jordan, Final Report, AMIR Program, June 2001
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8. Work Plan of External Policies Unit ,MIT Foreign Policies Unit, April 2002
9. Establishment of a WTO Coordination Unit and WTO Inter-Ministerial Committee, Final Report , AMIR Program,September,2000
10. Draft MIT Master Plan, May 2002
11. MIT Services Manual,2001
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ANNEXES

**Annex A**  
**Unofficial Translation of Law No. (18) for the year 1998**  
**Industry and Trade Law**

**Article (1)**

This law shall be known as the (Industry and Trade Law for the year 1998), and shall come into effect (30) days after its publication in the Official Gazette.

**Article (2)**

The following words and phrases wherever used in this Law shall have the meanings ascribed thereto hereunder unless the context indicates otherwise:

<b><u>Ministry:</u></b>	<u>The Ministry of Industry and Trade.</u>
<b><u>Minister:</u></b>	<u>The Minister of Industry and Trade.</u>
<b><u>Basic Articles:</u></b>	<u>The Articles which the Council of Ministers decides to consider basic according to the provisions of this Law.</u>
<b><u>Strategic Inventory:</u></b>	<u>The inventory of Basic Articles which the Council of Ministers decides, for achieving its policies and objectives, to preserve at the Ministry a specified quantity thereof.</u>

**Article (3)**

- C- As of the date of enforcing this Law, the Ministry shall become the legal successor for the Ministry of Supply and shall perform the functions entrusted therewith stipulated in this Law. The phrases “Minster of Supply” and “Ministry of Supply”, wherever provided for in any enacted law or regulation, shall be replaced with the phrases “Minister of Industry and Trade” and “Ministry of Industry and Trade”.
- D- The instructions or decisions issued by the Minister of Supply or the Ministry of Supply or the contracts to which it is a party shall be considered valid as have been issued by the Ministry or the Minister or concluded therewith, as the case maybe.

**Article (4)**

The Ministry shall establish and work on implementing general economic, industrial and commercial policies in the Kingdom, in addition to implementing any other matter falling within its jurisdiction pursuant to any enacted legislation. In this context, the Ministry shall perform the following:

**D- In Industry:**

- 5- Prepare studies and programs on industry, work on its development and increase its competitiveness.
- 6- Regulate industry as to type, good industry requirements, classification and registration thereof according to a regulation issued for this purpose.
- 7- Organize an Industrial Register for existing industrial projects in the Kingdom pursuant to instructions issued by the Minister and published in the Official Gazette.

- 8- Follow-up on industrial production as to productivity and quality control thereof according to instructions issued by the Minister for this purpose. Industrial enterprises shall, when required, provide the Ministry with periodical reports.

#### **E- In Trade:**

Regulate and monitor internal and external trade and prepare studies regarding thereto, in particular the following:

- 6- Monitor markets to preserve the citizen's interest and verify compliance the provisions of this law and the regulations issued pursuant thereto.
- 7- Conclude agreements, contracts or undertakings, offer and award tenders to provide the Basic Articles which provision is entrusted with the Ministry according to the provisions of this Law and preserve a Strategic Inventory thereof, taking into account what is available thereof with traders.
- 8- Regulate the selling, pricing, distributing, circulating, displaying, transporting, warehousing, using and exporting the Ministry's surplus of Basic Articles and Strategic Inventory articles.
- 9- Establish, administer, rent and lease warehouses and other facilities necessary for the Ministry's activities.
- 10- Approve applications of private and public, local and foreign corporations to hold commercial and industrial exhibitions in the kingdom, and monitor such exhibitions, as well as organize exhibitions for Jordanian products abroad or participate in exhibitions held in foreign countries according to the conditions determined by the Ministry pursuant to instructions published in the Official Gazette and daily newspaper.

#### **F- In International Commercial and Industrial affairs:**

- 4- Study Arab, international and regional commercial and industrial assemblies and bodies, and recommend to the Council of Ministers with regards to dealing with, the feasibility from accession thereto, along with stating consequences thereof on national economy.
- 5- Prepare drafts of industrial and commercial agreements and protocols to which the Kingdom is a party.
- 6- Follow-up on the implementation of industrial and commercial agreements or protocols and projects derived therefrom, and submit periodical reports to the Council of Ministers regarding the economic implications of such agreements, protocols and projects.

#### **Article (5)**

Industrial companies shall not be registered in the Companies Register, and industrial sole proprietorships shall not be registered in the Commercial Register unless registered in the Industrial Register referred to in Subparagraph (3) of Paragraph (A) of Article (4) of this Law.

#### **Article (6)**

- A- A special account for trading with Basic Articles which provisions is entrusted with the Ministry in the Kingdom shall be established at the Ministry, and shall be known as (Commercial Account). Such Account shall have a special budget approved by the Parliament and revenues thereof shall consist of the following:
  - 4- The revenues of trading in Basic Articles.
  - 5- The revenues of operating the Ministry's facilities.

- 6- The annual fund allocated for this account in the General Budget.
- B- The Ministry shall prepare at the end of every fiscal year a report concerning its functions pertaining to the Commercial Account, and submit such, within a period not exceeding March 31<sup>st</sup> of the following year to the Council of Ministers, attaching therewith its final statements.
  - C- Any financial surplus in the annual Commercial Account shall be transferred to the Public Treasury, which shall cover any deficit occurring therein by a decision of the Council of Ministers upon the Minister's recommendations.
  - D- Any other matters pertaining to the Commercial Account shall be regulated according to a regulation issued for this purpose.

**Article (7)**

- A- The Council of Ministers shall, upon the recommendation of the Minister, set the prices of any of the Basic Articles.
- B- Markets inspectors shall verify that circulated Articles and commodities are being sold at the prices announced according to paragraph (A) of Article (11) of this Law or at the prices specified therefore pursuant to the provisions of Paragraph (A) of this Article, and shall also verify their validity for consumption, take the necessary measures in this regard and organize seizing reports against the violators to transfer them to the competent court.

**Article (8)**

The ministry shall, for statistical purposes, monitor the Inventory of Basic Articles of wholesalers to ensure the abundance of the Strategic Inventory Articles, in pursuant to instructions issued by the Minister for this purpose which shall include the monitoring procedures, Inventory registering and any changes occurring thereon as to types and quantities of Articles therein. such instructions shall be published in local newspapers.

**Article (9)**

Data submitted by the industrial enterprises pursuant to this Law or the regulations issued pursuant thereto, or on the basis of a request from the competent authority at the Ministry shall be considered confidential and shall not be disclosed unless by an order from the competent court, and unless such data was accessible by the public in any other means.

**Article (10)**

The Minister shall decide on the method of disposing of the Basic Articles owned by the Ministry, which has become unfit for human consumption, whether by destroying or selling such for purposes of animal consumption through committees formed thereby for this purpose.

**Article (11)**

- C- Each trader shall, in an apparent and obvious manner, post the price of every good displayed for sale whether or not the price is specified according to the provisions of this Law and shall abide by such prices as a maximum limit. Where it is not possible to post prices on some of the goods, the trader shall organize a list of prices thereof and shall post it in an apparent place near the shop's entrance in order to enable clients to easily examine it.

- D- Wholesalers shall provide the purchaser with an invoice including type, quantity and price of the Article or goods, and shall keep a copy thereof for a period not less than two years. Retailers of any Article or goods shall provide the purchaser with an invoice upon his request.

#### **Article (12)**

- A- It shall be prohibited for any person to commit any of the following actions:
- 6- Announcing the liquidation of a shop by selling its assets in sale prices in order to change its purposes or closing the shop without taking the necessary legal procedures at the Ministry in the Trade Register or in the Companies Register.
  - 7- Announcing fictitious sales on goods, while no reduction on prices before or after the sale is made.
  - 8- Announcing sales without specifying their period or by exceeding the period specified in the announcement.
  - 9- Announcing in fields of promoting goods, contracts or service of free prizes which are due pursuant to certain conditions, and violating such conditions, abstaining from granting such prizes, granting the prizes to a number of people less than the announced number or committing fraud in granting such prizes.
  - 10- Administrating, regulating, promoting or participating in a plan that requires the participants pay amounts of money without gaining any direct interest, or promising such to obtain a direct benefit for making others participate in this plan, and any other like action according to the detailed decisions issued by the Minister for this purpose.
- B- The Minister shall issue instructions specifying the procedures pertaining to implementing the provisions of Paragraph (A) of this Article published in the Official Gazette and daily newspapers.

#### **Article (13)**

Anyone violating the provisions of Article (11) of this Law shall be penalized with a fine not less than (30) Dinars and not exceeding (300) Dinars.

#### **Article (14)**

Anyone violating the provisions of Subparagraphs (1) (2) (3) of Paragraph (A) of Article (12) of this Law shall be penalized with a fine not less than (500) Dinars and not exceeding (3000) Dinars.

#### **Article (15)**

- A- Anyone committing the following, shall be penalized with a fine not less than (1000) Dinars and not exceeding (10.000) Dinars and imprisonment not less than (3) months and not exceeding than (1) year, or either penalties:
- 3- Violating the provisions of Subparagraph (4) of Paragraph (A) of Article (12) of this Law.
  - 4- Violating the provisions of Subparagraph (5) of paragraph (A) of Article (12) of this Law by ways of administrating the plan mentioned therein or regulating or promoting such, and shall also be ordered to refund the money obtained accordingly.
- B- Anyone participating in the plan as stipulated in Subparagraph (5) of Paragraph (A) of Article (12) shall be penalized with a fine not less than (50) Dinars and not exceeding (200) Dinars, and shall be ordered to refund the money that he obtained within the plan.

- C- Decisions issued pursuant to Paragraphs (A), (B) of this Article shall be published in local newspapers, for the review of interested parties, at the convicted expense.

#### Article (16)

- A- Anyone committing the following shall be penalized with a fine not less than (500) Dinars and not exceeding (1000) Dinars, or imprisonment not less than (2) months or both penalties :
- 4- Selling, displaying for sale or storing for purpose of selling, any goods that have expired or are unfit for human consumption.
  - 5- Hoarding any Basic Article from the purchaser or refraining from selling it thereto, or selling it at a price exceeding the price specified according to Paragraph (A) of Article (11) of this Law.
  - 6- Obstructing any of the Ministry's authorized employees from performing any of the duties and tasks assigned thereto while implementing the provisions of this Law and the regulations and instructions issued pursuant thereto, provided that such obstruction is physical.
- B- The Court may order to seize Articles and goods subject matter of the violation until an adjudication regarding such is issued, or may decide to confiscate such.

#### Article (17)

If the violation was repeated once, the penalty, whether fine or imprisonment, shall be doubled to its maximum limit. If the violation was repeated more than once within a period of three years, the penalty shall be the fine to its maximum limit in addition to imprisonment for a period not less than the minimum limit of the penalty determined for the violation and not exceeding its maximum limit provided for in Articles (14), (15) and (16) of this Law.

#### Article (18)

- A- The shop owner and the manager thereof shall be, as the case may be, responsible for any violation of the provisions of this Law.
- B- Seizure documents organized by market inspectors on the violations provided for in this Law shall be valid until the contrary of what is contained therein is proven. In investigating any violation, market inspectors may search the shop and its warehouses in the presence of the shop owner or executive manager thereof. In case the owner or manger is absent, market inspectors shall suffice with the presence of any employee or worker in the shop and may, when necessary, seek the aid of the competent security bodies.
- C- Goods subject matter of the violation may be seized by means of a permission by the General Prosecutor and shall be placed as a deposit with the shop's owner or transfer such goods to an official warehouse until a decision is issued regarding the violation.

- D- Judge of Summary Proceedings may, upon a request of the shop owner or whom he delegates or the Ministry's employee authorized according to Paragraph (B) of Article (19) of this Law, issue a decision to sell the perishable seized goods, before an adjudication regarding the violation pertaining thereto is issued. Such goods shall be sold in an expedited manner, and upon stating justified circumstances and reasons therefore in the seizure minutes. Proceeds of sale shall be detained with the Ministry until the court decides to dispose of such. If an adjudication of discharge or un-liability was issued, the proceeds shall be paid to the owner of the shop or the manager thereof after deducting the expenses regardless the value of the seized articles.
- E- Sale procedures shall be determined by a decision issued by the Minister, who may agree to keep the seized articles in its owner's custody without selling them, in return of a financial surety for the account of the Ministry in the amount of these article's value.

#### Article (19)

- A- Court of First Instance shall have jurisdiction in reviewing all the violations provided for in this Law.
- B- The Minister shall authorize any of the Ministry's employees to notify the seizure of violations subject to the provisions of this Law, and the date of the court hearings, taking into account the notification procedures specified in the Civil Proceedings Law.

#### Article (20)

The Minister may authorize in writing any of his powers provided for in this Law or the regulations issued pursuant thereto to the Ministry's Secretary General or Assistant Secretary General, or the Ministry's offices Directors in the Governorates.

#### Article (21)

The Minister shall issue the necessary instructions and decisions to implement the provisions of this Law and regulations issued pursuant thereto.

#### Article (22)

The Council of Ministers shall issue the regulations necessary to implement the provisions of this Law.

#### Article (23)

- C- As of the date of enforcing the provisions of this Law, Supply Law No. (17) for the year 1992, and provisions of any other legislation contradicting with the provisions of this Law shall be repealed.
- D- Notwithstanding what is stated in Paragraph (A) of this Article, every decision issued by a competent authority pursuant to the Supply Law No. (17) for the year 1992 or any other legislation pertaining to supply shall be enforced, unless such decision

contradicts the provisions of this Law or was repealed by a decision issued by a competent authority.

**Article (24)**

The Prime Minister and the Ministers shall be responsible for executing the provisions of this Law.

15/8/1998

**Annex B**  
**Unofficial Translation of By-Law No. (94) for the Year 1998**  
**Regulation on Organizing and Administrating the Ministry of Industry and Trade**

**Article (1)**

This Regulation shall be known as the (Regulation on Organizing and Administrating the Ministry of Industry and Trade for the Year 1998), and shall come into effect as of the date of its publication in the Official Gazette.

**Article (2)**

The following words wherever used in this Regulation shall have the meanings ascribed thereto hereunder unless the context indicates otherwise:

<b><u>Ministry:</u></b>	<u>Ministry of Industry and Trade.</u>
<b><u>Minister:</u></b>	<u>Minister of Industry and Trade.</u>
<b><u>Secretary General:</u></b>	<u>Secretary General of the Ministry.</u>
<b><u>Directorate:</u></b>	<u>Any Directorate at or outside the Ministry's headquarters.</u>
<b><u>Director:</u></b>	<u>The Director of the Directorate.</u>

**Article (3)**

The Ministry shall establish and work on implementing general economic, industrial and commercial policies in the Kingdom, in addition to implementing any other matter falling within its jurisdiction pursuant to any enacted legislation.

**Article (4)**

The administrative body at the Ministry shall constitute of the following:

- E- The Secretary General.
- F- The Assistants of Secretary General.
- G- The Directors of all Directorates at or outside the Ministry's headquarter.
- H- The Heads of specialized units.

**Article (5)**

The Directorates at Ministry's headquarter shall include the following and shall assume the tasks hereunder:

- R- Directorate of Companies Controller:  
Shall be responsible for implementing the Companies Law.
  
- S- Directorate of Supervising Insurance Activities:  
Shall be responsible for supervising insurance market and monitor insurance companies and workers therein according to the Monitoring of Insurance Activities Law.
  
- T- Directorate of Trade:  
Shall be responsible for regulating internal and external (foreign) trade; supervise the implementation of contracts with traders; and implement the Import and Export Law, subject to the provisions of trade agreements and protocols to which the Kingdom is a party.
  
- U- Directorate of Economic Relations:  
Shall be responsible for preparing and developing economic and commercial draft agreements and protocols and studies; researches pertaining to the Kingdom's economic and commercial relations with other countries; researches and analyses thereof which pertain to Jordanian imports and exports; researches pertaining to the activities of Arab and international economic organizations; and supervising the organizing of commercial exhibitions in the Kingdom and abroad.
  
- V- Directorate of Industrial Development and Protection of National Production:

Shall be responsible for preparing programs and studies on industry and working on developing, increasing productivity, regulating and classifying thereof; following up on national production as its productivity, quality control and establishment of appropriate criteria for industrial registration; and implementing the National Production Protection Law.

W- Directorate of Industrial Property Protection:

Shall be responsible for supervising all matters pertaining to trade marks, patents and industrial models and designs; indexing thereof; providing the necessary protection thereto according to enacted legislation; and collaborating with international organizations interested with intellectual property.

X- Directorate of the Central Commercial and Industrial Register :

Shall be responsible for supervising the Companies Register, Commercial Register, Commercial Agents and Mediators (Middlemen) Register, Industrial Register, Trade Names Register, and any changes occurring thereon.

Y- Directorate of Internal Auditing:

Shall be responsible for auditing and financial and administrative monitoring to verify that the specified goals are accomplished according to the outlined objectives and policies; and providing higher administration with information and data on its activities for purposes of reinforcing audit, assessment and accountability.

Z- Directorate of Inventory Management:

Shall be responsible for supervising the Kingdom's inventory available at the public and private sector; storing, distributing, sterilizing and transporting supply articles in the Ministry's complexes; providing mills with wheat and supervising the distribution of such mills production of wheat and bran.

AA-Directorate of Quality Control and Market Monitoring:

Shall be responsible for assuring the availability of Basic Articles at the markets and verifying their validity for consumption; ensuring that traders display their sale prices and that they comply therewith; and seizing violations according to the Industry and Trade Law.

BB-Directorate of Commercial Account:

Shall be responsible for maintaining registers for the Commercial Account according to its regulation; preparing budget and end-year statements thereof; administrating the revenues thereof to trade with Basic Articles which provisions is entrusted with the Ministry, including loans, grants and agreements pertaining to the importing of such Articles.

CC-Directorate of Legal Affairs:

Shall be responsible for extending consultation on all legal matters pertaining to the Ministry's work; reviewing draft laws, regulations and instructions; preparing responsive pleadings in lawsuits in which the Ministry is a party; preserving and following up on bonds and participating in investigation committees.

DD-Directorate of Financial and Administrative Affairs:

Shall be responsible for all administrative procedures pertaining to correspondences, files, administrative services and public relations; supervising the financial and administrative activities and supplies and procurements; and preparing annual budget draft for the Ministry.

EE- Directorate of Personnel Affairs:

Shall be responsible for supervising all procedures pertaining to personnel affairs, and procedures of appointment, promotion, transferal, delegation and disciplinary measure thereof and all other matters pertaining to employees without contradicting with any enacted legislation.

FF- Directorate of Computer and Information:

Shall be responsible for supervising and maintaining all systems, programs, computers and networks, and electronic information database; and preparing statistics pertaining to the Ministry's data.

GG-Directorate of Operation and Maintenance:

Shall be responsible for supervising the operation of the Ministry's complexes and warehouses; maintaining such and preparing tendering documents therefore.

HH-Directorate of Administrative Development and Studies:

Shall be responsible for studying organizational charts of the administrative units at the Ministry; preparing job description cards; reviewing working procedures and extending suggestions to develop and streamline such; preparing training programs for the Ministry's employees; organizing courses, assignments and scholarships affairs; as well as collecting statistical information pertaining to the Ministry's activities and conducting researches and studies relating to its fields of activities.

#### Article (6)

The Directorates outside the Ministry's headquarter shall include the following and shall assume the tasks hereunder:

F- Directorate of Juwiedeh Mill:

Shall be responsible for milling wheat; producing types of wheat and bran; ensuring their production to the Ministry's distribution centers, local market and the Jordanian Armed Forces; and milling wheat for private sector against fees, in coordination with the Directorate of Inventory Management.

G- Directorate of Juwiedeh Complex.

H- Directorate of Zarqa Complex.

I- Directorate of Northern Complex.

The complexes provided for in Paragraphs (B), (C) and (D) of this Article shall be responsible for supervising the warehousing, distributing and selling of Basic Articles.

J- Directorates of the Ministry in Governorates Centers:

Shall be responsible for assuming the tasks entrusted therewith to implement the Industry and Trade Law and the regulations and instructions issued pursuant thereto.

#### Article (7)

C- The following shall be associated to the Minister:

- 1- The Secretary General.
- 2- The Counselor whom the Minister decides his association thereto.
- 3- The Director of Internal Audit Directorate.
- 4- The Manager of the Minister's Office.

Each shall be accountable before the Minister for the tasks and duties entrusted therewith or delegated thereto by the Minister.

D- The following shall be associated to the Secretary General:

- 1- Assistants of the Secretary General.

- 2- Directors of the Directorates, provided that the provisions of Paragraph (A) of Article (8) of this Regulation are taken into account and any other powers determined pursuant to enacted legislation.
- 3- Heads of the specialized units.
- 4- The Economic Counselors.

Each shall be accountable before the Secretary General for the tasks and duties entrusted therewith or delegated thereto by the Secretary General.

#### Article (8)

- D- The Minister shall nominate Assistants of the Secretary General and shall specify their tasks and duties and the Directorates affiliated therewith. He shall also nominate Directors of the Directorates and Heads of the specialized units upon the recommendation of the Secretary General and without contradicting any enacted legislation.
- E- The Secretary General shall nominate Heads of the Divisions and Sections upon the relevant Assistant Secretary General's recommendation which is based on the recommendation of the direct competent Director if such was not associated to any of the Secretary General's Assistants.
- F- The Minister shall determine the administrative level of the specialized unit.

#### Article (9)

- C- A committee known as the (Committee for Planning, Coordinating and Following Up) shall be formed at the Ministry under the chairmanship of the Ministry and the membership of the following:
  - 1- The Secretary General as Vice Chairman.
  - 2- The Assistants of the Secretary General.
  - 3- The Counselors associated to the Minister.
  - 4- Ten Directors of the Directorates at or outside the Ministry's headquarter and Heads of specialized units at the Ministry's headquarter appointed annually by the Minister.
- D- The Director relevant to any matter concerning his Directorate shall participate in the meeting pertaining thereto.

#### Article (10)

- E- The Ministry shall assume the following tasks:
  - 1- Review, adopt, and periodically assess the Ministry's plans.
  - 2- Review the Ministry's annual budget draft and the classifier table therein.
  - 3- Review drafts of laws, regulations and instructions pertaining to the Ministry.

- 4- Examine activities and accomplishments of the Ministry.
  - 5- Look into whether to conduct any change to the Ministry's organizational chart and the Directorates, divisions and sections association.
  - 6- Any other matters the Chairman deems to present to the Committee.
- F- The Committee shall convene periodically or whenever necessary upon an invitation from the Chairman or, when absent, by his Vice-Chairman. The quorum of the meeting shall be met if attended by the majority of members, provided that the Chairman or the Vice-Chairman shall be one of them. The Committee shall issue its decisions unanimously or by majority vote of its present members. If the votes are tied, then the vote of the meeting's Chairman shall be determinant.
- G- The Committee's Chairman or Vice Chairman shall be entitled to invite any person working in or outside the Ministry to participate in the Committee's meeting for consultation in the matters presented thereto, without such persons being entitled to vote.
- H- The Secretary General shall appoint one of the Ministry's members to perform the duties of the Committee's Secretary to regulate the Committee's meetings and minutes and follow up on its recommendation.

#### **Article (11)**

The Minister may, upon the recommendation of the Committee for Planning, Coordinating and Following Up, create any new Directorate or specialized unit, abolish or amalgamate existing ones. The Secretary General may, upon the recommendation of the relevant Assistant Secretary General or competent Director create any new Division or Section at any Directorate, abolish or amalgamate existing ones.

#### **Article (12)**

The Minister may authorize any of his powers provided for in this Regulation to the Secretary General or any Assistant Secretary General or Directors, provided that such authorization shall be written and specific.

#### **Article (13)**

The Minister shall issue the instructions necessary to implement the provisions of this Regulation.

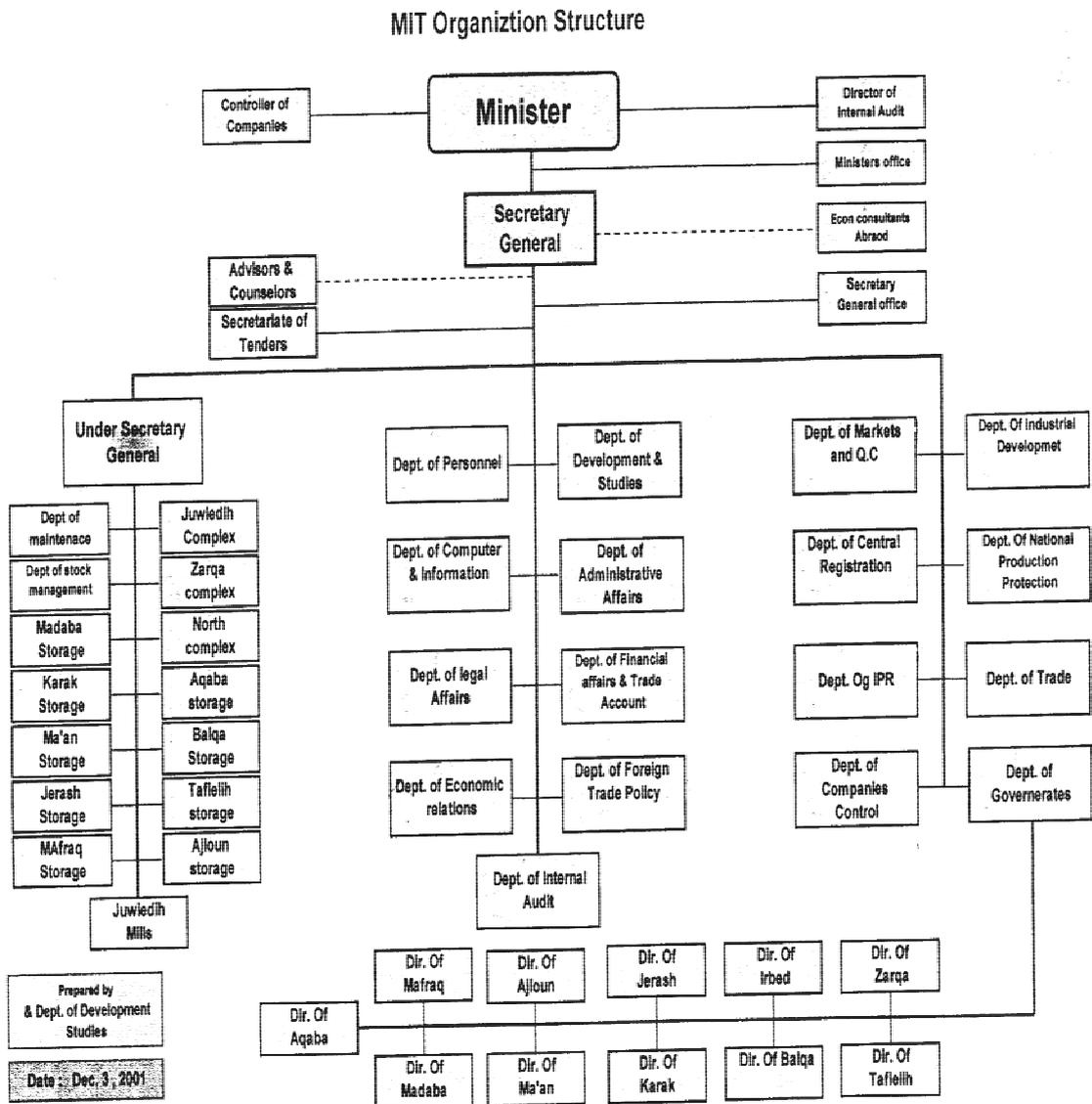
#### **Article (14)**

- C- The following shall be repealed:

- 1- The By-Law on Organizing the Ministry of Industry and Trade No. (52) for the year 1975 and its amendments.
  - 2- The By-Law on Organizing and Administrating the Ministry of Supply No. (23) for the year 1974 and its amendments.
- D- The instructions and decisions issued pursuant to the Regulations provided for in Paragraph (A) of this Article shall be valid until repealed or replaced with others according to the provisions of this Regulation.

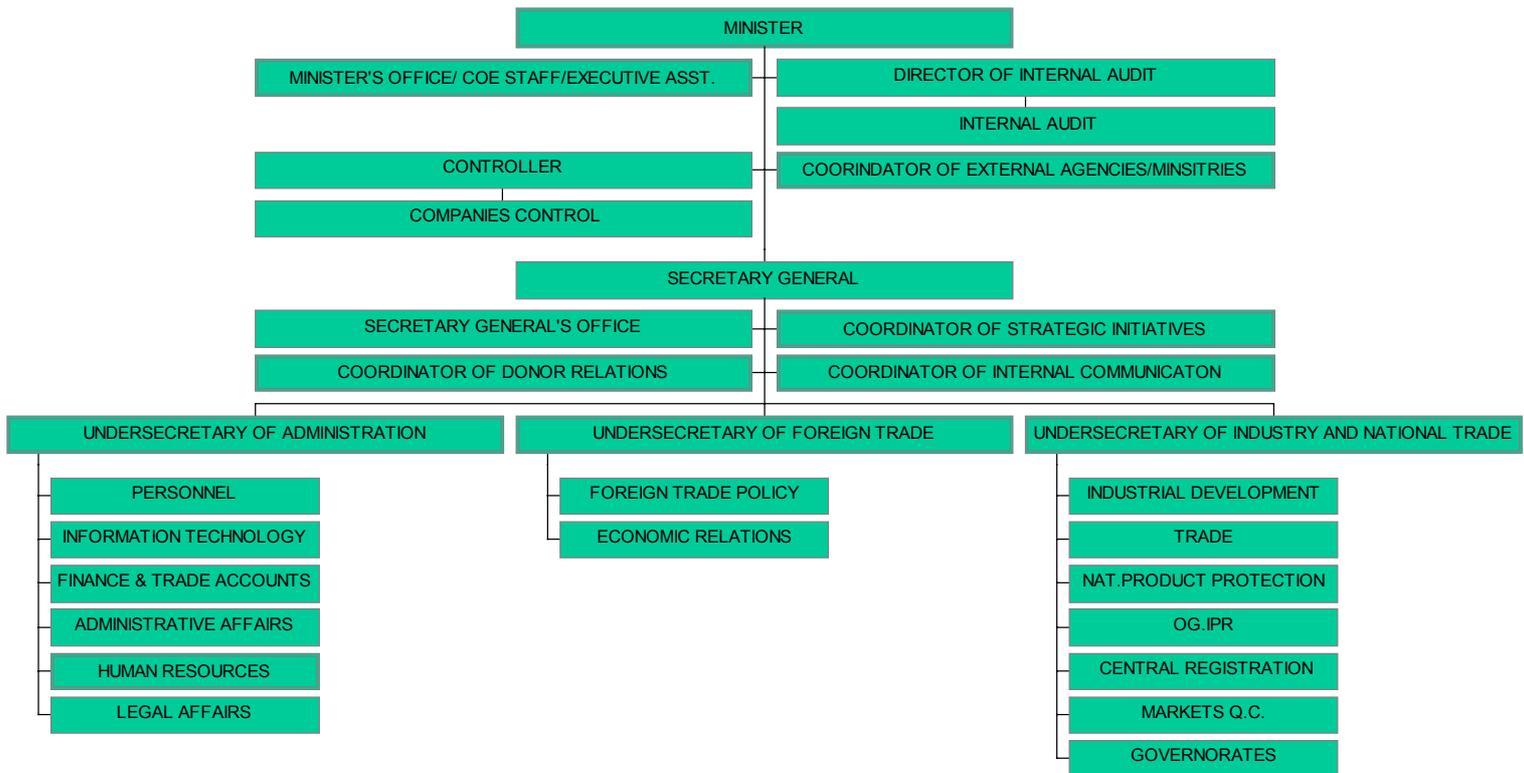
**Annex C**

**Draft MIT Organizational Chart, as of December 2001**





**Annex: D**  
**Proposed Draft of Organization Chart MIT, May 2002**



Annex E: Gap Analysis**MODEL: STRATEGIC PLAN/FUNCTION ALIGNMENT PROCESS****ECONOMIC RELATIONS DIRECTORATE****SUMMARY OF RESPONSIBILITIES:**

Prepare agreements and protocols, projects, studies, research regarding trade relations between Jordan and other countries, and research concerning Jordanian imports and exports, develop analyses, and research concerning Arabic and international organizations, and process applications for attending commercial exhibitions either in the kingdom or outside.

<u>Current Activities</u>	<u>Strategic Implementation Projects</u>	<u>Strategic Activities</u>	<u>Strategic Gaps</u>
<u>Study bilateral trade agreements</u>	<u>Produce a booklet on Arab Trade Agreement</u>	<u>Conduct economic research to understand trade development opportunities and target markets to guide future trade cooperation and liberalization</u>	
<u>Handle correspondence between MIT and embassies/ministries</u>	<u>Develop an Economic Relations Reporting System</u>	<u>Monitor economic and market developments in other countries relevant for formulation of Jordan trade policy</u>	
<u>Prepare import/export information for Joint Committee and Arab League Meetings</u>		<u>Prepare and negotiate new bilateral, regional and trade agreements and market entry strategies</u>	
<u>Grant permission to attend trade exhibitions and process applications for trade exhibitions held in Jordan</u>		<u>Intensive partnerships with the private sector</u>	

The matrix illustrated forms a model for the alignment of functional roles and activities with strategic goals and outputs. It provides a roadmap for decisions that need to be made concerning workflow, work coordination, resources needed. Economic Relations is an example of the type of gap-analysis activity needed for all.

**Annex E: Gap Analysis****FUNCTIONAL GAP ANALYSIS**

6. What activities need to be added in order to meet strategic goals/outcomes?
7. What activities need to be removed?
8. What activities are duplicated by other functions and how should this duplication be resolved?
9. What cross-functional coordination is needed? i.e. information sharing, information hand - off, cross functional tasking, cross functional project establishment
10. What resources are needed? This could include:

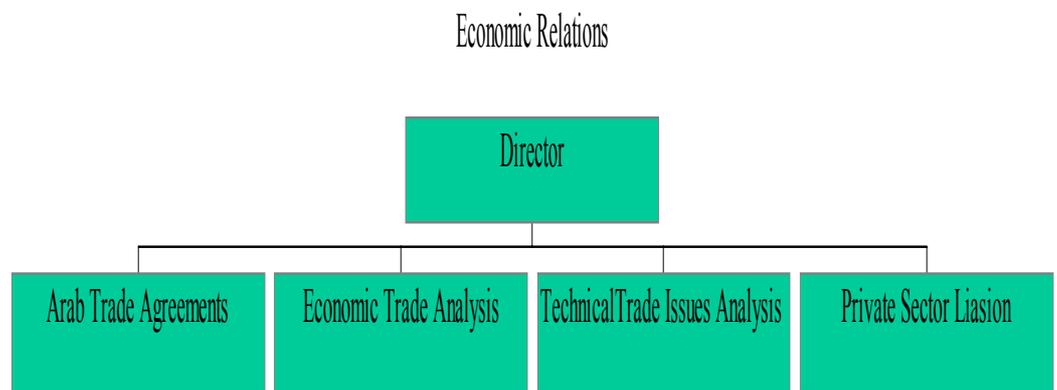
<b>RESOURCES</b>	<b>ASSESSMENT</b>
<i>Staff increase/decrease/shift</i>	
<i>Skills requirements</i>	
<i>Knowledge requirements</i>	
<i>Information needs</i>	
<i>Information Technology needs</i>	
<i>Training Needs</i>	

Annex:F

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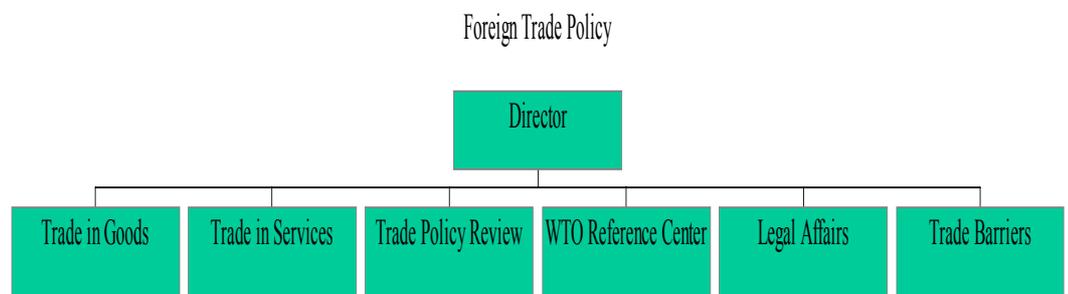
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**Proposed Structure of Sections of Economic Relations Directorate**



Annex: G

**Proposed Structure of Sections of Foreign Trade Policy Directorate**



**Annex H**

**Translated by Al-Yousufi Authorized Translation Est. dated 22/4/2002**

**The Detailed Work Plan 2002 for the Foreign Trade Policy Directorate**

<b><u>Goals</u></b>	<b><u>In Charge of Execution</u></b>	<b><u>Execution</u></b>
<b><u>First: developing a commercial policy and strategies to penetrate through the foreign markets</u></b>		
<ul style="list-style-type: none"> <li>Starting inquiring about and studying the opportunities for developing the trade in the parts of merchandise and services at the external markets as well as to prepare the referential items for a number of the economic studies for the said opportunities towards applying to the granting parties for financing and initiating with executing them in the year 2003.</li> </ul>	<u>Services Trading Section + Merchandise Trading section</u>	
<ul style="list-style-type: none"> <li>Initiating with building a comprehensive data base regarding the foreign commercial policies at the member states at the World Trade Organization that shall include the liabilities of the said states, customs tariff schedules and others through:               <ol style="list-style-type: none"> <li>Collecting the documents of the organization and the policies reviewing reports issued by the competent committees related to the member states in addition to classifying and maintaining the same at the policies reviewing section as well as to provide the non available of them.</li> <li>To obtain an electronic copy of the data mentioned in (1) to facilitate the researching process and referring to them from the World Trade Organization.</li> <li>To prepare a quarterly report for the most important and recent developments regarding the liabilities of the member states in addition to following up any local or International developments and to circulate them among the private sector and the other concerned parties.</li> </ol> </li> </ul>	<u>Policies Revision Section &amp; Referential Data Center Section</u>	
<ul style="list-style-type: none"> <li>Regarding following up the multilateral commercial negotiations within the frame of the World Trade Organization which has been stated upon by the declaration of the fourth Ministerial Conference for the Organization held in Doha, then the Directorate shall perform as follows:               <ol style="list-style-type: none"> <li>Continue coordination with the establishments of the private sector through the National Committee for the Services Negotiations to assure an active participation of the same in studying the negotiable proposals and upon the negotiation positions through the round of negotiations.</li> </ol> </li> </ul>	<u>Services Trading Section</u>	
<ol style="list-style-type: none"> <li>To form a National Committee for the negotiations of the merchandise trading which membership shall include representatives from the private sector and the public corporations related to the industrial sector as well as to follow up its activities.</li> </ol>	<u>Merchandise Trading Section</u>	
<ol style="list-style-type: none"> <li>To form a National Committee for the negotiations set for joining the agreement of the governmental purchases that shall include representatives</li> </ol>	<u>Services Trading Section</u>	

**Annex: I****Human Resources Development Directorate**

Peter Drucker, a foremost management practitioner wrote:

That the mission of the modern human resource function is to manage and develop human resources to maximize results rather than to control costs. It has a distinct and separate role from current HR Systems. However both are connected to building the human capacity of an organization.

HR DEVELOPMENT function could contain the following components:

Develop HR policies

Develop Employee handbooks for workplace rules and guidelines

Manpower planning

Recruitment and Selection

Induction

Job Analysis

Job Description

Performance Goals and Standards

Appraisal and Performance Feedback

**Management by Results**

Training Needs Analysis

Training Plans

Training delivery or selection of training vendors

Supervisory Training

Technical Training

Strategic Plan Implementation

Management Development

Executive leadership programs

Promotion and Advancement

Succession Planning

Coaching and Counseling

Employee Safety

MIT has identified a number of HRD areas on which it wishes to focus. These include the following:

- Job Satisfaction
- Creativeness
- Ownership
- More effective management systems
- Delegation
- Performance Accountability

The ministry wishes to develop a “culture of continuous improvement and measured performance against targets.”<sup>2</sup> In order for this to happen there must be an organization unit responsible for this.

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<sup>2</sup> Richard Kingston, Implementation Plan for Ministry of Post and Communications Strategy, December, 2001

Annex J: Meetings Conducted

<u>Organization</u>	<u>Directorate</u>	<u>Name/Title</u>
<u>AMIR Program</u>	<u>Policy Component</u>	<u>Mr. Charles Krakoff, Leader</u>
<u>Ministry of Industry and Trade</u>		<u>Dr. Salah Al-Bashir, Minister</u>
		<u>Mr. Samer Tawil, Secretary General</u>
	<u>Administrative Affairs Directorate</u>	<u>Mr. Ziad Zabanda, Director</u>
	<u>Center of Excellence</u>	<u>Mr. Aref Al Farra, Economic Adviser</u> <u>Mr. Rami Qusus..Economic Adviser</u> <u>Lawyer...Mr. Maher Hamdir</u>
	<u>Central Registration Directorate</u>	<u>Ms. Rula Hadadin, Director</u>
	<u>Companies Controller Directorate</u>	<u>Mr. Salem Al-Khazaleh, Companies Controller</u>
	<u>Economic Relations Directorate</u>	<u>Ms. Jihan Bermamet, Director</u>
	<u>Financial Affairs &amp; Trade Account Directorate</u>	<u>Mr. Subhi Said, Director</u>
	<u>Foreign Trade Policy Directorate</u>	<u>Mr. Majed M. Hamoudeh, Director</u> <u>Mr. Lu'ay Jadoun, Economist</u>
	<u>Governorates Directorate</u>	<u>Mr. Hany Dabbas</u> <u>Director Governorates</u>
	<u>Industrial Development Directorate</u>	<u>Eng. Amer Al-Hadidi, Director</u>
	<u>Industrial Property Protection Directorate</u>	<u>Mr. Samer Al-Tarawneh, Director</u>
	<u>Information Technology (IT) Directorate</u>	<u>Mr. Atif Hamdan, Director</u> <u>Mr. Mohamed Ayed Abu Asal, Assistant Computer Director</u>
	<u>Legal Affairs Directorate</u>	<u>Mr. Adnar Al-Fasfous, Director &amp; Staff</u>
	<u>Markets &amp; Quality Control Directorate</u>	<u>Mr. Mahmoud Abu Hazim, Director</u> <u>Mr. Ismail Abu-Khal, Assistant Director</u>
	<u>National ProductiProtection Directorate</u>	<u>Mr. Baha'a Eddin Al-Armouti, Director</u>

(cont'd)

Annex J: Meetings Conducted (cont'd)

<u>Organization</u>	<u>Directorate</u>	<u>Name/Title</u>
	<u>Personnel Directorate</u>	<u>Mr. Omar Al-Gazawi, Director</u> <u>Mr. Barhoum Al-Najjar,</u> <u>Assistant Director</u>
	<u>Studies &amp; Development Directorate</u>	<u>Mr. Ali Farhan Al-Sraiheen</u> <u>Director</u> <u>Mr. Ibrahim Al Mestarihi, Head</u> <u>Training Section</u>
	<u>Trade Directorate</u>	<u>Mr. Foad Gharaybeh, Director</u>
<u>National Training Institute</u>	<u>Capacity Building and Institutional Assessment</u>	<u>M. Ahmad Samara, Head</u>
<u>MIT</u>	<u>Internal Audit</u>	<u>Mr. Jamal Al Sa'oub... Director</u>
<u>GTZ</u>	<u>Strategic Planning Consultants</u>	<u>Linda Hasse</u> <u>Dieter Volkmar</u>
<u>AMIR Consultants</u>		<u>Kenneth E. Donaldson</u> <u>Cathryn Goddard</u>
	<u>Ministry of Planning COE</u>	<u>Andrew Griminger</u>

## Annex K: References

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15. *Accelerating the National Social and Economic Transformation in Jordan : A Proposed Integrated Solution, draft socio-economic plan of the Government of Jordan, November 2001*
16. *Strategic Plan 2002-2006, Ministry of Industry and Trade, Final Version, December 2001*
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23. *MIT Services Manual,2001*
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