



Twining Fiche

Project title: Strengthening the Capacities of the Audit Bureau (AB) of Jordan

Beneficiary administration: Audit Bureau of the Hashemite Kingdom of Jordan

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EU funded project

TWINNING TOOL

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Acronyms

AB	Audit Bureau
BC	Beneficiary Country
CAATs	Computer-Assisted Audit Techniques
EU	European Union
INTOSAI	International Organisation of Supreme Audit Institutions
MDA	Ministers, Department and Agencies
IT	Information Technology
MS	Member State
PSC	Project Steering Committee
PL	Project Leader
RTA	Resident Twinning Advisor
SAI	Supreme Audit Institution
SP	Strategic Plan
STE	Short Term Expert
MoF	Ministry of Finance
MOPIC	Ministry of Planning and International Cooperation

1 Basic Information

1.1 Programme

Measures Supporting the Implementation of the Partnership Priorities in Jordan – ENI/2017/040-561

For UK applicants: Please be aware that following the entry into force of the EU-UK Withdrawal Agreement¹ on 1 February 2020 and in particular Articles 127(6), 137 and 138, the references to natural or legal persons residing or established in a Member State of the European Union and to goods originating from an eligible country, as defined under Regulation (EU) No 236/2014² and Annex IV of the ACP-EU Partnership Agreement³, are to be understood as including natural or legal persons residing or established in, and to goods originating from, the United Kingdom⁴. Those persons and goods are therefore eligible under this call.

1.2 Twinning Sector

Finance, Internal Market and Economic Criteria (FI)

1.3 EU funded budget

The budget is EUR 2,000,000

1.4 Sustainable Development Goals (SDGs).

The Project is in line with SDG16, Peace, Justice and Strong Institutions. This goal refers to Promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and most relevant to this Project to building effective, accountable and inclusive institutions at all levels.

The project will particularly contribute to Target SDG16.6, which refers to developing effective, accountable and transparent institutions at all levels.

¹ Agreement on the withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and the European Atomic Energy Community.

² Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action.

³ Annex IV to the ACP-EU Partnership Agreement, as revised by Decision 1/2014 of the ACP-EU Council of Ministers (OJ L196/40, 3.7.2014).

⁴ Including the Overseas Countries and Territories having special relations with the United Kingdom, as laid down in Part Four and Annex II of the TFEU.

2 Objectives

2.1 Overall Objective

The overall objective is to strengthen the capacity of the Supreme Audit Institution (SAI) of Jordan, Audit Bureau, thereby improving accountability and transparency in the management of public resources in Jordan, through enhanced audit methodologies that are aligned with recognised INTOSAI auditing standards.

2.2 Specific objectives

The specific objectives to support the AB of Jordan in improving its function, performance and impact are thus as follows:

- to improve the AB's capacity to apply a risk-based audit approach for both the financial and the compliance audits following INTOSAI standards and best practice;
- to improve the AB's capacity to undertake quality assurance reviews using guidelines compliant with INTOSAI standards producing audit documentation and quality audit reports; and
- to improve the AB's capacity to apply a risk-based audit approach for IT audits in accordance with INTOSAI GUID 5100 and application of TeamMate and apply Computer Assisted Audit Techniques (CAATs) when undertaking audits.

2.3 The elements targeted in strategic documents

In the Jordan 2025 vision and strategy, the paper recognises a need to activate and expand the scope of control mechanisms over public funds and to prepare the implementation plan to apply international control standards in the public sector, as well as promote transparency and accountability practices in the public sector institutions.

The AB is therefore in the centre of the government transformation, as it provides an independent report on the utilisation of public funds and hence its critical role in detecting misuse and inefficient expenditure of public funds must continue to be supported.

To meet the requirements of the Government's Jordan 2025 vision and strategy, the AB set the following goals in their 2016-2020 Strategic Plan:

- To amend AB Law in consistency with INTOSAI requirements;
- To enact legislations, laws and regulations that support AB fundamental role and contribute to reinforcement of accountability and transparency.
- To have a mechanism to follow up implementation of recommendations; and
- To strengthen independence of internal control units at audited bodies and set controls that guarantees that purpose.

The National Strategy for Integrity and Anti-Corruption 2017-2025 Commission refers to having transparency and ensuring that government institutions should have in place clear governance standards, which include good planning, review and audit.

The Public Financial Management Reform 2018-2021 agenda aims at improving the performance of public finance, strengthening fiscal disciplines, enhancing the citizens' living standard and promoting economic growth. The agenda has seven key pillars, the seventh pillar relates to External Audit.

3 Description

3.1 Background and justification

3.1.1 Background

The AB has a long history stretching back to the establishment of an ‘Accounts Review Department’ in East Jordan in 1928 and the subsequent establishment of the ‘Department of Audit and Verification of Accounts’ in 1931. In 1952, the Constitution of Jordan (Article 119) provided for the “AB to monitor State revenues, expenditures and the ways of expenditures” and the AB Law was enacted in April of that year. The law was amended in 2002 to provide for further changes in government activities and lately in 2018 to assign financial and administrative autonomy to AB and apply International Auditing Standards issued by INTOSAI. The amendments were approved in 2020 and the changes need to be implemented.

The AB conducts financial audit of the entities subject to the audit of the AB in accordance with the Audit Law, seeking to achieve compliance with the International Audit standards and best international practices.

3.1.2 Legal Framework

The Constitution of Jordan (1952) sets the requirement for the existence of the external audit. In particular, Article 119 establishes the AB of Jordan, which is the Supreme Audit Institution (SAI) for the country.

The AB Law No. (28) of 1952 amended six times, sets the provisions for the functioning of the AB. The latest amendments in 2018 were primarily related to three issues: (i) Article 2 of the new Law provides an enhanced financial independence of the AB as the budget of the AB is to be submitted directly to the Prime Minister. However, to-date the budget of the AB has been still scrutinised by the MoF as part of the regular budget preparation process⁵; (ii) Article 14 of the new Law explicitly requires observance of INTOSAI standards; (iii) the requirement of pre-audit of Government payments upon request of the Prime Minister has been removed.

More specifically with regards to independence of the AB, Article 2 of the Law states clearly that the AB is an independent entity, and Article 3 of the Law lists the responsibilities of the AB as follows:

- Auditing the government revenues and expenditures, deposits, advances, loans, settlements, and warehouses accounts as shown in this law;

⁵ As per 2018 amendments, Article 2 of the Law states “The AB is an independent entity, and the Bureau shall have its own separate budget to be prepared by the President of the Bureau and then to be submitted to the Prime Minister, to be included in the general budget of the state in accordance with the effective rules and regulations.” The underlined part of this provision has provided legal room to the Council of Ministers to consider the AB budget as part of the broader budgets process for MDAs.

- Providing consultation in the fields of accounting for the entities falling under the jurisdiction of the AB;
- Auditing public money to ensure that it has been expended in a sound, legal, and effective manner;
- Ensuring the compliance with the applied environmental legislations, in coordination with the concerned entities; and
- Ensuring that the administrative decisions and procedures made by the entities falling under the control of the AB are being made in accordance with the applied legislations.

3.1.3 Institutional Arrangements

The AB was established in 1952. It currently has 519 staff, 319 of which are auditors and 124 provide support and administrative functions.

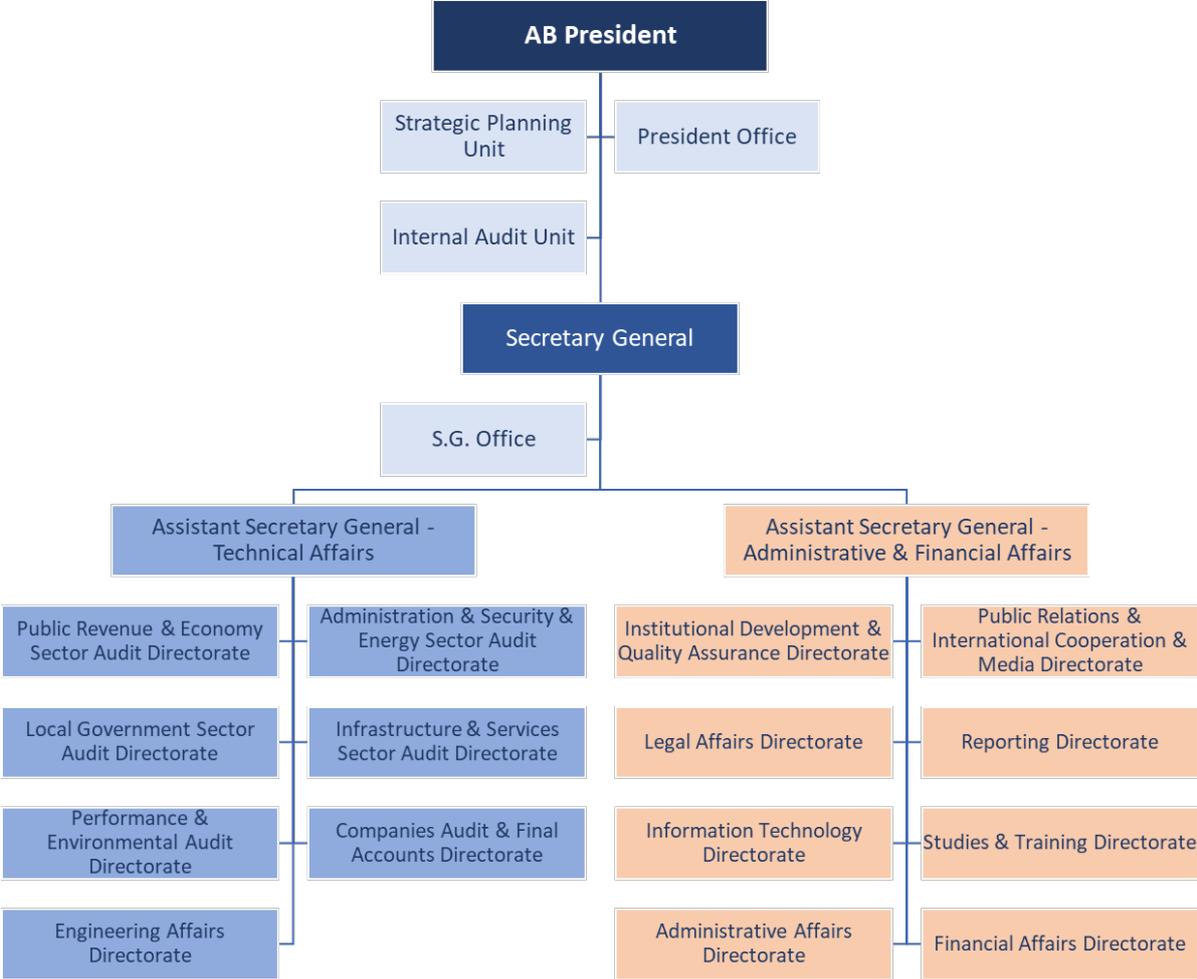
The following table shows the current levels of AB staff:

Table 1: AB staff in figures per position

Job Type	Number of Employees
Directors	15
Heads of Divisions/HQ	20
Heads of Field audit units	32
Auditors/HQ + Field	319
Engineers	36
Pharmacists	5
Programmers	8
Translators	1
Administrator	17
Support Services	66
Total	519

The following Figure depicts the layers in the structure of the AB.

Figure 1 The structure of the AB is shown below



The new AB Law has provided a degree of immunity to the President of the AB. According to Article 5, the President is appointed by Royal Decree upon the recommendation of the Council of Ministers. The appointment is communicated to the Parliament. The term of the appointment is not specified in the Law. Article 5 also foresees that the President cannot be discharged or be deemed liable to disciplinary penalties without the consent of the Parliament. However, if the Parliament is not in session (i.e. from April to October every year) the aforementioned can take place by Royal Decree upon the recommendation of the Council of Ministers.

The annual budget of the AB is approximately JD7.4 million, the majority of which is spent on salaries.

3.1.4 Scope of Audit

Article 4 of the Audit Law states that “The control of the AB” shall include the following:

- The Ministries, Governmental Departments, the official Public Institutions and the Public Institutions;

- The municipal councils and the joint services councils;
- Any entity that the Council of Ministers may designate the AB to audit its accounts if the money of this entity is considered public money or that its collection has been done under the provisions of the Law; and
- The companies in which the Government holds a 50% stake or higher.

The AB is required to the entire public fund. It deals with 252 potential auditees including MDAs, local and other public authorities and institutions, as shown in table below.

Table 2: Institutions subject to audit by AB

Auditees	Number of Entities
Ministries/Departments (included in General Budget Law)	54
Independent Agencies /Commissions (Included in Governmental Units Budget Law)	47
Municipalities	100
Public Universities	11
Public Companies (Government owns 50% or more of its capital)	40
Total	252

AB is also the auditor of some World Bank Loan financed projects such as Education Reform Programme, Job Opportunities for Refugees and Emergency Health Programme.

The AB undertakes a range of audits, including; financial, compliance, performance, environmental and forensic and has produced audit manuals and guidelines for all the types based on International Standards. Audit plans are produced quarterly by the audit teams and approved by Senior Management; these are consolidated to form the overall Annual Plan.

3.1.5 Reporting

In accordance with Article 119 of the Constitution and Article 22 of the AB Law, the President of the AB presents an Annual Audit Report to the Parliament at the beginning of the ordinary session in November or upon request of the Parliament.

The Annual Audit Report includes observations on the Annual Public Accounts and separate observations on the accounts of MDAs. The Report contains violations, irregularities, deficiencies, or weaknesses in the performance of the audited entities, together with recommendations for addressing these findings. The Report is presented to and discussed in the Finance Committee of the Parliament. Meetings are attended by ministers and officials with the purpose of responding to questions by Committee members and clarifying issues before the final Annual Audit Report is presented to the plenary of the Parliament.

It is worth noting, that AB predominately undertakes a mixture of compliance and financial audits. In 2018, (2017 Annual Public Accounts) AB has started providing an opinion on the Government's Accounts.

AB has procedures in place to follow up on recommendations made in the Annual Audit Report and other audit reports. In 2018, a Committee was formed in by the Prime Minister headed by the Minister of the State and the Secretary General of the AB. The Committee meets every four months to discuss the implementation of recommendations by the AB. The findings of the Annual Audit Report results are first discussed at the Committee and then actions are proposed to address the issues identified in the Report. From the beginning of 2020, the Committee started holding discussions on a monthly basis.

Audit outputs classified into three categories: (i) procedural without financial effect that need time to be resolved; (ii) refunding of apparently misused resources; (iii) issues that need more investigation by Integrity and Anticorruption Commission. Overall, about 60% of issues are resolved at the outset while the remaining 40% need time and follow-up to resolve.

Issues that are not addressed and corrected are included in the Annual Report of the AB. These are discussed again in the Finance Committee of the Parliament in the presence of the AB and auditee entities. A report on the results of these discussion and recommendations is prepared and submitted to the Parliament for a vote and subsequently sent to the Cabinet for implementation.

In addition to the Annual Audit Report, the AB has the discretion to produce any other reports deemed appropriate. The AB may undertake also ad-hoc audits when requested by the Parliament. The AB is required to submit reports to auditees on findings and recommendations. These are followed up throughout the year to ensure they are addressed before the end of the fiscal year.

3.1.6 Justification

An independent and technically capable SAI is important to:

- provide assurance to Parliament and the public that the government accounts, recording revenues and expenditures, are fairly presented;
- ensure that public funds are spent for the purposes intended and in accordance with relevant laws and regulations;
- improve the efficiency and effectiveness of government operations; and
- ensure that officials responsible for handling public funds are held accountable for their actions.

On 7th November 2019, a new president for the AB assumed his responsibilities and thus a new vision to modernise the Bureau has been documented in the AB's 2020-2022 development strategy. The strategy is to continue the reform of the AB in line with internationally accepted and EU best practice external audit standards (INTOSAI Standards).

However, the strategy highlights the following challenges while formulating the new vision:

- AB was active in supporting Supreme Audit Institutions (SAI) in other Arab countries, yet, the limited resources affected its ability in keeping up with other regional SAIs that have adequate financial resources;
- Currently, AB relies heavily on manual paper processes that hamper its ability to conduct audits on timely manner. There is a real necessity to increase the use of technology and automated tools in order to improve efficiency and effectiveness and discharge its responsibilities in a timely manner;
- There is an urgent need to keep up with Government tendency to provide electronic services (e-government, communication and payment tools);
- In terms of capacity building, there is a real need for a comprehensive training plan is for each department and for each employee; and
- There is a need for transforming the AB over three years, in terms of use of technology and development of skills. For this reason, the Speaker of the Senate and the Speaker of the House of Representatives, as well as the Prime Minister are heavily supporting the President of the AB to move forward with the modernisation plan.

The AB has highlighted a number of goals for development in their 2016-2020 Strategic Plan, which include:

- Improving Administrative and Financial independent and operates according to a methodology and professional criteria

The AB is keen to set a strategic goal so that it would meet the requirements of the Jordan 2025 National Vision and Strategy and be influential, independent and operate on basis of professional methodology and standards. The AB's aim is to activate and expand the scope of control mechanisms over public funds and prepare the implementation plan to apply international control standards in the public sector, as well as promote transparency and accountability practices in the public sector institutions

- Institutional excellence and quality control

The AB is keen to achieve effectiveness efficiency and reasonability of its work through previous studies, such as Twinning Project, EU funded institutional strengthening project.

- Professional audit reports with high Benefit and quality

In order to realise the goal for which AB was established (guarantee soundness of work, financial and administrative stability, disclose all aspects of financial and administrative deviation, ensure that general performance is consistent with laws, bylaws and regulations and that it is practiced optimally and reasonably), a strategic goal was set to produce high quality and credible audit reports.

- Strengthening cooperation and Communication with Stakeholder

The AB is eager to have exchange of knowledge and experience with stakeholders (local and foreign bodies, counterpart SAIs and professional foundations), and take

part in studies and researches that contribute to reinforcement of transparency at local, Arab and international levels to promote professional and academic levels with various bodies.

3.1.7 Risks to AB development

There are risks to the continued development of the AB that will need to be managed. Some of the risks identified during the preparation of this Twinning Project Fiche are:

- the pace of development of the AB's technical approach to risk-based financial auditing might not be matched by the knowledge and expertise of government accounts staff;
- given its low number of audit staff (319 auditors vs global AB staff 519 employees), the AB might not, in the short term, be able to carry out as extensive an audit as would be desirable;
- the amount of effort devoted to international bilateral co-operation might prevent AB staff from carrying out planned audit assignments; and
- limited understanding by stakeholders and the public about the important accountability role of the AB.

3.1.8 Key Achievements made by the AB

The AB has a comprehensive financial and compliance audit manual that was prepared with the help of the previous twinning partners in line with International Auditing Standards. In 2018, AB has formally adopted the manual and the audit staff have undertaken training for the new audit approach.

After finalising the audit, the AB issues a management letter (audit report) or an inquiry to the auditees including audit findings and recommendations supported by audit evidence. The AB then follows up on the implementation of the recommendations by the auditees. The unresolved recommendations are then included in the Annual Report of the AB which sets out the unresolved recommendations concerning all the work that it has completed during the year. This will normally include the detailed results of financial, compliance and performance audit.

Auditing municipalities continues to devote a considerable amount of staff effort as municipalities are still subject to pre-audit, which aims at providing assurance that errors, irregularities, fraud or corruption are minimised. This may affect the independence of the AB and creates an excessive amount of work.

The following table shows main achievements attained by the AB during the last three years, which reflects the expansion in the Audit scope of the AB because of the increase in government activities and budget.

Table 3: main achievements attained by the AB during the last three years

Achievements	2016	2017	2018
Pre-audited Vouchers	309,968	218,131	220,876
Post-audited accounts	10,460	10,371	8,315
Spot Checks for (cash, warehouses and projects)	5,707	6,428	4,893
Various Committees for Tendering & Receiving	59,293	61,928	56,007
Follow-up on audit reports	21,761	23,049	21,976
Management letters and inquires	4,923	4,799	4,234
Audit Teams (Companies, Performance, Environment)	27	28	25

AB prepares summaries of the Annual Report to meet the needs of particular stakeholders, such as those for the Finance Committee of Parliament. The means of reporting the results of the work of the AB need to be more simplified and more user-friendly.

3.2 On-going reforms

The AB has prepared the AB Future Development Strategy 2020-2022 to replace the earlier Strategic Plan 2016–2019. The current Strategy is structured around two broad components:

Financial, Compliance and Operational Audits, including:

- Introduction of Risk-based Audit Approach;
- Use of holistic (comprehensive) audits, including designing of policies and procedures that adopt the implementation of audit tasks in a comprehensive manner;
- Introduction of audit of revenues;
- Improving the quality assurance procedures;
- Evaluating and improving the current structure of the Annual Audit Report, so that the key stakeholders easily understand it and act upon the recommendations of AB; and
- Developing new organisational structure of the AB.

IT Development and IT audit, including:

- Introduction of recent IT developments and making the best use of it in conducting audits;
- Application of information technology auditing by automating all audit findings and linking all the audit processes to a central database;
- Upgrading the hardware and software currently used at AB;

- Enhancing IT capacity of the staff of AB to undertake audits of the increasingly sophisticated computerised accounting systems in public institutions;
- Enabling the use of computer-assisted audit techniques such as IDEA 11;
- Enable the use of electronic audit management system (TeamMate); and
- Developing a structured training program and detailed training plan for AB staff in IT Audit (COBIT, CISA, etc).

3.3 Linked activities

The AB has benefited from a number of programs that have been implemented with the donors/partners in recent years. These programs have contributed to the development of the work of the Bureau, whether in terms of audits or raising the efficiency and skills of auditors. Donor contributions mainly included technical support through specialised experts, classroom-training courses, on job training and external study visits, where many training programs were completed and manuals and procedures guidelines prepared.

The following is a summary of the most important implemented programs in cooperation with donors:

- In 2016, the Netherlands Court of Audit (Dutch SAI) funded the Sharaka program. A five-year program implemented in a number of Supreme Audit Institutions (SAIs) in the Middle East and North Africa, one of which is AB of Jordan. The program began in 2016 and originally included one Regional Program and four Bilateral Projects. The aim of the Regional Program is to strengthen the integrity of SAIs in the region and an exchange of best practice, and to develop and implement an approach to assessing the respective governments' preparedness to implement the Sustainable Development Goals (SDGs).
- During 2013-2015, the World Bank provided support to the Bureau in reviewing the legal and institutional framework, developing audit methodologies for specialised audit areas related to financial audit of SOEs and PPPs; designing and developing training programs and modules. Also, World Bank continued in 2017-2018 to support AB in the areas of financial and performance audits. A manual of procedures for financial audit was developed, and 42 audit staff were trained, three pilot financial audits were launched and completed on three selected municipalities on municipal Solid Waste management. Also, the project has launched the fieldwork on performance audit on Great Amman Municipality (GAM) property tax collection.
- During 2012-2015, a twinning project was implemented with a consortium of Spanish Court of Accounts (Tribunal de Cuentas), Netherlands Court of Audit (Algemene Rekenkamer), and Estonian National Audit Office (Riigicontroll). The project had four components: Enhancing Audit Operations and Outcomes, Strengthening Anti-Fraud and Anti-Corruption Processes and Procedures, Improving the IT Systems of

the AB and Developing IT Audit, and Advancing Performance and Environmental Audit.

- The USAID Fiscal Reform II Project (USAID-FRP II) assisted AB in 2011 with the development of a manual for performance audit, which was examined in three pilots and supported the establishment of methodology to audit the Key Performance Indicators (KPIs) of the Result Oriented Budget. In which they prepared a manual for auditing those KPIs, and implemented three pilot studies in different Ministries, Departments and Agencies (MDAs).
- During 2006-2008: a twinning project with the National Audit Office, UK, and the Bundesrechnungshof of Germany. The project had four components: Strategic consensus building (stakeholders), Public sector audit restructuring (AB organisation), AB institutional-strengthening (legislative framework and associated procedures) and AB capacity-building (guidelines, procedures, skills and operational efficiencies).
- AB will also benefit from the component 1 of the following programme: *EU Support to improving integrity and accountability in Jordanian public administration at central and local levels* (AAP 2020 – ENI/2020/042-572). Coordination between the Twinning and the programme would have to be ensured.

With the significant improvement in the work of AB as a result of these supports, the continuous change in the techniques and methodologies of auditing at the global level requires that the AB continue to keep pace with these developments.

3.4 List of applicable standards/norms

- International Standards for Supreme Audit Institutions (ISSAIs);
- INTOSAI Code of Ethics;
- Test checks, inspections and examination of accounting, stores, projects and other records maintained by the public officers entrusted with handling public resources in line with international norms and best practices;
- AB Law and AB's strategic plan 2016-2020; and
- The European Commission recognizes INTOSAI Lima Declaration of Guidelines on Auditing Precepts of 1977 (ISSAI 1) as the main international standard for public External Audit. The essential conditions to ensure satisfactory level of objective and effective SAI according to INTOSAI Lima Declaration need to be laid down in the Constitution, with details in national legislation securing legal protection against any interference with SAI independence and audit mandate.

3.5 Components and results per component

Given the extensive work already carried out in laying the basis for the reform of the AB into a modern SAI, through the previous twinning project, the Twinning Project commencing in 2021 should focus on strengthening professional capacity in following components:

3.5.1 Component 1: Improvement of the AB's capacity to apply a risk-based audit approach for both the financial and the compliance audits in accordance with INTOSAI auditing standards and best practice

The following 2 (two) results are expected to be achieved under this component:

1. Reviewed and updated risk-based Audit Manual and related guidelines aligned with INTOSAI standards and best practice; and
2. Enhanced skills and capabilities of AB staff to apply INTOSAI standards when carrying out financial and compliance audits.

Measurable Indicator for Mandatory Result 1:

- Risk-based Audit Manual (that covers financial and compliance audits) and related guidance notes are developed in line with INTOSAI auditing standards;
- Training material developed and training programmes rolled out to AB auditors on the introduction of risk-based audit approach;
- Number of AB auditors who can demonstrate ability to carry out financial and compliance audits that are aligned with risk-based Audit Manual and related guidance;
- Improved audit capacities of auditors through pilot audits (number of pilot audits to be decided during the inception phase);
- Dissemination of new methodologies and lessons learnt to other AB staff;
- Practical knowledge gained by AB auditors via study visit to MS SAI on the application of a risk-based audit approach used by MS SAI; and
- Some AB staff trained to become future trainers to train other auditors on carrying out risk-based audits.

3.5.2 Component 2: Improvement of AB's capacity to undertake quality assurance reviews in accordance with INTOSAI auditing standards and producing good quality audit reports

The following 3 (three) results are expected to be achieved under this component:

1. Reviewed and updated Quality assurance guidelines and procedures which are aligned with INTOSAI standards and best practice;
2. Enhanced skills and capabilities of AB's Auditors in carrying out quality assurance reviews; and
3. Enhanced skills and capabilities of AB's Auditors for drafting and issuing quality audit reports

Measurable Indicator for Mandatory Result 2:

- Developed quality assurance guidelines and procedures, which follow INTOSAI standards and best practice and approved by the AB;
- Developed Report writing guidelines and procedures, which follow INTOSAI standards and best practice and approved by the AB;
- Number of AB managers and directors trained on the quality review procedures;
- Number of AB managers and directors mentored on carrying out quality assurance pilot audits (number of quality assurance reviews to be determined during inception phase);
- Number of AB managers and directors who can demonstrate ability to carry out quality assurance reviews;
- AB staff trained on the quality standards required to produce good quality audit reports;
- Improved Audit Reports that are clear, concise and carry recommendations of the AB;

3.5.3 Component 3: Improvement of the AB's capacity to apply a risk-based audit approach for IT audits in accordance with INTOSAI GUID 5100 and application of TeamMate and apply Computer Assisted Audit Techniques (CAATs) when undertaking audits

The following 3 (three) results are expected to be achieved under this component:

1. IT Audit manual developed in line with the INTOSAI GUID 5100 standard and developed guidance and procedures established on the use of CAATs;
2. Enhanced skills and capabilities of AB staff in carrying out IT audits; and
3. Enhanced skills and capabilities of AB staff in using TeamMate and CAATs.

Measurable Indicator for Mandatory Result 3:

- Developed risk-based IT Audit Manual and related guidance notes which follow INTOSAI GUID 5100 and best practice and approved by the AB;
- Guidance and procedures developed for the use of TeamMate and CAATs;
- Number of AB staff trained on the application of the risk-based IT Audit Manual and related guidance;
- Number of AB Auditors mentored on carrying out the audit of taxes and customs by using the IT skills;
- Number of AB auditors who can demonstrate ability to carry out IT audits that are aligned with risk-based IT Audit Manual and related guidance;
- Dissemination of new methodologies and lessons learnt to other AB staff on IT audits;
- Number of AB staff trained on TeamMate and on the application of CAATs when undertaking audits; and
- Number of AB staff mentored on using TeamMate and CAATs on audit of Revenue (taxes and customs).

3.6 Means/input from the EU Member State Partner Administrations

The project will be implemented in the form of a Twinning contract between the Beneficiary Country and EU Member State(s). The implementation of the project requires one Project Leader (PL) with responsibility for the overall coordination of project activities and one Resident Twinning Adviser (RTA) working directly with the AB and manages the implementation of project activities, Component Leaders (CL) and pool of short-term experts if necessary, within the limits of the budget. In addition to the RTA, the twinning project will finance an English/Arabic speaking project assistant to the RTA. The assistant will be recruited locally and will work full time during the project. The project assistant will be performing general project duties and providing translation and interpretation services as necessary. It is essential that the team has sufficiently broad expertise to cover all areas included in the project description.

Proposals submitted by a Member State shall be concise and focused on the strategy and methodology and an indicative timetable underpinning this, the administrative model suggested, the quality of the expertise to be mobilised and clearly show the administrative structure and capacity of the Member State entities. Proposals shall be detailed enough to respond adequately to the Twinning Fiche, but are not expected to contain a fully elaborated project. They shall contain enough detail about the strategy and methodology and indicate the sequencing and mention key activities during the implementation of the project to ensure the achievement of overall and specific objectives and mandatory results/outputs.

The interested Member State(s) shall include in their proposal the CVs of the designated Project Leader (PL) and the Resident Twinning Advisor (RTA), as well as the CVs of the potentially designated Component Leaders-(CLs) and Short-Term Experts (STEs)

The Twinning project will be implemented by close co-operation between the partners aiming to achieve the mandatory results in sustainable manner.

The set of proposed activities will be further developed by the Twinning partners when drafting the initial work plan and successive rolling work plan every three months, keeping in mind that the final list of activities will be decided in cooperation with the Twinning partner. The components are closely inter-linked and need to be sequenced accordingly.

3.6.1 Profile and tasks of the PL:

The MS Project Leader will be responsible for the overall planning and implementation of the Member States' inputs in this Twinning project.

The MS Project leader (PL) will, in cooperation with the AB appointed PL, be responsible for the organisation and functioning of the project's Steering Committee, which includes the RTA and representatives of the leadership of the AB, a representative of MOPIC and a representative of the EU Delegation.

The MS PL should be an experienced auditor with qualified experience in SAI capacity building and with senior status within his organisation. He/she should also have a broad knowledge of INTOSAI standards and guidelines, as well as good leadership skills.

Qualifications and skills required:

- University Degree in Management, Public Administration, Accounting, Public Finance, Economics, Law, or other fields related to the assignment, or equivalent professional experience of 8 years in public administration;
- At least 3 years of experience in state audit related matters. Additional relevant professional experience will be considered as an asset;
- The Project Leader must be a high ranked civil servant or equivalent in a mandated body whose position in the organisation enables the mobilisation of the EU MS public expertise; Fluent written and spoken English;
- Knowledge of Arabic would be an asset; and
- Previous experience in supervising projects is an asset;

Tasks:

- Together with beneficiary PL, overall management and coordination of the twinning project;
- Ensure timely and effective implementation of the project and achievements of results;
- Ensure efficient use of the project resources and inputs;
- Monitoring and evaluating the needs and priorities in the respective sector, project risks, progress against the project budget, benchmarks, and outputs;
- He/she will, together with the beneficiary PL, be responsible for the modification of the project work plan as deemed necessary during the life time of the project;
- Co-ordination of MS experts' work and availability;
- Providing efficient leadership of the project;
- Ensuring backstopping and financial management of the project in the MS;
- Co-chair the regular Project Steering Committee meeting with the beneficiary country Project Leader;
- Communicate with the beneficiaries and the EUD;
- Together with beneficiary PL, will be responsible for interim and final reports;
- Participation in communication and visibility activities is expected;
- Project reporting

3.6.2 Profile and tasks of the RTA:

One Resident Twinning Advisor (RTA) – being an official or assimilated agent of a Member State SAI – will be appointed and will reside in the Hashemite Kingdom of Jordan for the duration of the project and will work on the AB to Jordan premises together with the Member State Project Leader and the AB (Beneficiary) Project leader.

Qualifications and skills required for the RTA to the AB

- Minimum bachelor's degree in economics, accounting, business studies or other fields related to the assignment or equivalent 8 years of experience;

- Minimum 3 years of professional experience in external auditing, out of which at least 3 years spent in a SAI. Additional experience will be considered as an asset;
- Previous experience in project management will be considered an asset;
- Previous experience in managing EU funded project(s) or twinning project(s) will be considered an asset;
- Experience in developing, co-ordinating, and conducting training programmes in the EU or Gulf Region would be an asset;
- Fluency in written and spoken English;
- Knowledge of Arabic would be an asset;
- Good communication skills.

Tasks:

The RTA is expected to carry out the following tasks during his/her full-time working period:

- Draft the work plan in close cooperation with all relevant actors and based on the expected results of the project;
- Ensure timely implementation of the twinning project at the AB;
- Provide technical assistance and advice to the representatives of beneficiary administration;
- Organise all project activities, such as workshops, study visits and trainings etc.;
- Together with the MS Project Leader and the AB Project Leader, mobilise and supervise the short-term experts if applicable;
- Coordinate all project activities and experts' inputs at AB including experts' reports;
- Prepare regular project monitoring meetings/briefings;
- Regularly update the work plan and transmit project updates to the Project Steering Committee under the authority of the Member State and the AB Project Leaders;
- Draft the interim progress reports to be finalised by the Project Leader;
- Organisation of visibility events (kick-off and final event);
- Organisation and participation of Steering Committee meetings;
- Networking with institutions relevant to this project in Jordan and in MS;
- The RTA should ensure continuous coordination on the overall implementation of project activities with regular updates.

3.6.3 Profile and tasks of Component Leaders:

General Qualifications and Skills required of the Component Leaders:

- Civil Servant from an EU MS Administration or equivalent staff from mandated bodies
- A university degree or equivalent professional experience of at least 8 years in carrying out external audit for components 1 and 2, but Certified Information System Auditor (CISA) qualified for component 3
- A minimum of three years' experience in the respective field
- Good working knowledge of written and spoken English
- Good communication and presentation skills

- Excellent team-working skills

The Component Leaders are expected to carry out the following tasks:

- On the basis of the results framework and the proposed activity plan, provide inputs to the initial work plan in close cooperation with the RTA and all relevant actors and based on the expected results of the components
- Ensure timely implementation of the components' activities
- Provide technical assistance and advice to the representatives of beneficiary administration
- Coordinate all component events, including workshops, study visits, trainings and internships, etc.
- Contribute to mobilisation and supervision of the short-term experts for the component
- Coordinate all component activities and experts' inputs in the AB, including experts' reports
- Contribute to preparation of the project review meetings
- Regularly update the component's work plan and transmit project updates to the RTA in view of presenting to the Project Steering Committee under the authority of the Member State and AB Project leaders
- Draft component's quarterly progress reports to be consolidated by the RTA and finalised by the project leader
- Maintain a continuous review of components' activities and provide regular progress reports as required to the beneficiary and keep the project leaders informed

3.6.4 Roles and Profiles of the Short-Term Experts

Upon request of the RTA and Project Leader, Short term experts (STE) will be made available for the implementation of the twinning project who will deliver their expertise under the overall responsibility of the Member State PL and under the coordination and supervision of the RTA. Short-term experts are expected to perform specific tasks/activities, and the expected experts' outputs/deliverables shall be established when creating the twinning work plan, including the drafting of the Terms of Reference.

In order to provide the full range of expertise necessary, short term experts will be drawn from different skill sets to assist the RTA on specific activities. These short-term experts will be from the Supreme Audit Institution, or other public sector institution, in the Member State. Each STE should possess the following general qualifications and professional experience:

General Qualifications and Skills required of the short-term Experts:

- A university degree in economics, accounting, law or other fields related to the short-term assignment or equivalent professional experience of at least 7 years in external audit and/or public administration and CISA qualified for component 3;
- A minimum of three years' experience in the respective field;
- Good communication and inter-personal skills;

- Proficient in written and spoken English; and
- Good command in Arabic language would be an asset.

4 Budget

Maximum Budget available for the Grant is EUR 2,000,000

5 Implementation Arrangements

5.1 Implementing Agency

The Implementing Agency responsible for tendering, contracting and accounting (AO/CFCE/PAO/European Union Delegation/Office):

The Ministry of Planning and International Cooperation is the Contracting Authority for the twinning project under which The Programme Administration Office (PAO) is in charge of the coordination of all the related activities and the administrative management of the funding Programme. The PAO will be the responsible institution for the management of this twinning project.

Contact details of PAO responsible of the contract:

Ministry of Planning and International Cooperation
Mr. Nizar A. Awad
Programmes Administration Office
Ministry of Planning and International Cooperation
P.O. Box 555 Amman, 11118 Jordan
Telephone Number: +962 6 46 11 667 ext. 104
Email: Nizar.Awad@mop.gov.jo

5.2 Institutional framework

The Twinning project will support one beneficiary, the AB, who will coordinate and collaborate closely with the MS SAI to ensure effective and efficient implementation of the project and achievement of results.

5.3 Counterparts in the Beneficiary administration

The Project Leader (PL)/RTA counterpart at the AB of Jordan shall be a senior civil servant at (middle-) management level. He will act as the counterpart of the Member State PL. He will ensure the overall steering and coordination of the project from the Jordanian side, including proper policy dialogue and political support. The PL's seniority will ensure his ability to

mobilise the necessary staff in support of the efficient implementation of the project. He will furthermore lead the Project Steering Committee.

5.3.1 Contact person:

Dr. Bilal Okasheh
Assistant Secretary General-Technical Affairs.
Audit Bureau
Amman Telaa Al-ali, Ismail Hijazi Street, Building No 9
P.O Box 950334, Zip Code 11195, Amman, Jordan
Email address: Bilal.Okasheh@ab.gov.jo

5.3.2 PL counterpart

Dr. Bilal Okasheh
Assistant Secretary General-Technical Affairs.
Audit Bureau
Amman Telaa Al-ali, Ismail Hijazi Street, Building No 9
P.O Box 950334, Zip Code 11195, Amman, Jordan
Email address: Bilal.Okasheh@ab.gov.jo

5.3.3 RTA counterpart

Mr. Fawwaz Odaibat
Director of Public Relations, International Cooperation and Media
Audit Bureau
Amman Telaa Al-ali, Ismail Hijazi Street, Building No 9
P.O Box 950334, Zip Code 11195, Amman, Jordan
Email address: Fawwaz.Odaibat@ab.gov.uk

6 Duration of the project

The project duration will be 24 months.

7 Management and reporting

7.1 Language

The official language of the project is the one used as contract language under the instrument (English). All formal communications regarding the project, including interim and final reports, shall be produced in the language of the contract.

7.2 Project Steering Committee

A project steering committee (PSC) shall oversee the implementation of the project. The main duties of the PSC include verification of the progress and achievements *via-à-vis* the mandatory results/outputs chain (from mandatory results/outputs per component to impact), ensuring good coordination among the actors, finalising the interim reports and discuss the updated work plan. Other details concerning the establishment and functioning of the PSC are described in the Twinning Manual.

7.3 Reporting

All reports shall have a narrative section and a financial section. They shall include as a minimum the information detailed in section 5.5.2 (interim reports) and 5.5.3 (final report) of the Twinning Manual. Reports need to go beyond activities and inputs. Two types of reports are foreseen in the framework of Twinning: interim quarterly reports and final report. An interim quarterly report shall be presented for discussion at each meeting of the PSC. The narrative part shall primarily take stock of the progress and achievements *via-à-vis* the mandatory results and provide precise recommendations and corrective measures to be decided by in order to ensure the further progress.

8 Sustainability

The AB staff will obtain important skills during the Project to enable those staff to perform audits to international standards and EU requirements, which will be achieved with greater efficiency than previously as a result of the increased use of IT. Additional costs arising from the need to maintain IT software and hardware capacity should be supportable from the annual budget of the AB. The Project will provide appropriate development strategies and action plans to enable AB to progress its audit responsibilities more effectively. Project training materials, developed in conjunction with the AB Training department, will enable AB to continue professional education according to the requirements and needs of the institution.

9 Cross-cutting issues

Equal Opportunities: The Project does not target women specifically, but general improvement in public finance management will be beneficial to all citizens, including women. The AB shall have an equal opportunities policy and not discriminate against employees in any form, be it age, gender, or race/ethnicity. **Environment:** The project does not foresee activities, which could have adverse effect on the environment. It will take care of environmental safety in all planned activities.

Minority and vulnerable groups: All minorities will benefit from this project, as its impact concerns all the citizens of Jordan. The respect of minority and human rights is guaranteed by the Constitution of the Hashemite Kingdom of Jordan.

10 Conditionality and sequencing

This project will be implemented through a twinning arrangement. Consequently, the AB will be required to allocate sufficient, suitable experienced staff and all necessary material resources for the efficient implementation of the Twinning Project.

11 Indicators for performance measurement

The twinning is meant to contribute to the AB strategic targets; as such, it will contribute to achieve the transformation vision as stated in the AB's Development Strategy, namely:

- Introduction of Risk-based Audit Approach by developing risk-based financial and compliance Audit Manual which is compliant with INTOSAI standards;
- Introduction of IT audit by developing an IT audit Manual which is compliant with INTOSAI standards;
- Improved Quality Assurance procedures which are in line with INTOSAI standards;
- Improved Audit Documentation standards/procedures that are line with INTOSAI standards;
- Production of Quality Audit Reports which will improve on the impact of the AB and also improve the visibility;
- Usage of CAATs in the audits carried out by the AB and also on the application TeamMate; and
- Capacity building programmes for AB staff via training courses, pilot testing of new methodologies and gaining the practical knowledge from MS SAI on the application.

12 Facilities available

The beneficiary will host the EU twinning project team and will provide the following facilities for RTA, RTA Assistant and other MS experts:

- Office space (10 m² /staff), including functional desk and shelves
- Additional office space for the pool of STEs
- Land lines for national telephone
- WLAN with internet connection for all project team office environment
- Access to training rooms in the beneficiary's premises, including audio-/video-equipment
- Access to meeting rooms in the beneficiary's premises

13 ANNEX TO PROJECT FICHE (The Logframe)

The Simplified Logical framework matrix can be seen below.