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*Participants collaborate during USAID/Jordan Economic Reform Activity Operational planning workshop. Credit: USAID ERA Jordan.*

**Case Title:**

Transforming Investment Promotion in Jordan: The Restructuring of the Ministry of Investment through CLA Approaches

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**Organization:**

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**Summary:**

Organizational transformation is a complex, multi-phased, multi-stakeholder endeavor spanning several years and is an ideal opportunity to apply CLA principles. In October 2021, Jordan embarked on a significant transformation in its investment landscape by establishing the Ministry of Investment (MoIN), incorporating the functions of the former Jordan Investment Commission and other investment-related entities. This reformation was driven by Jordan’s ambitious Economic Modernization Vision 2033 (EMV), which aimed to create a dynamic and responsive investment environment. Tasked with attracting JD 4.5 billion in investments over ten years, MoIN faced the challenge of aligning its structure with its new responsibilities, enhancing operational efficiency, and fostering a modern, agile organization. This case exemplifies how CLA principles can drive successful organizational transformation and drive partners towards more sustainable economic outcomes.

USAID's Economic Reform Activity (ERA) and MoIN embarked on a multi-year effort to collaboratively design, and then implement, a new organizational structure that emphasizes investment promotion, development, and public-private partnerships. Using the Collaborating, Learning, and Adapting (CLA) approach from the beginning, ERA, MOIN and the Prime Ministry worked hand-in-hand to develop a new organizational structure design by completing initial capacity workshops, stakeholder mapping, co-creation workshops, reflection sessions, feedback loops, and evidence base capacity assessment (OCA). This resulted not only in an improved structure adapted to the new Investment Environment Law that reflects a modern, agile organization distinct from traditional ministries but also rapid approval from the Ministry enabling a swift transition to implementation support rather than additional rounds of design. While ERA and MOIN faced challenges during the design process including potential resistance to change and resource constraints, with collaborative transparent communication and flexible management the team was able to overcome the challenges and complete the design phase.

As MOIN moves towards implementation the new structure ERA remains committed to continuous capacity building through embedded subject matter experts and reflection with MOIN staff. The success of the transformation will be underpinned by enabling conditions of committed leadership, dedicated staff, and a culture of collaboration which has already served to make the design phase successful.

This case exemplifies how CLA principles like external collaboration, adaptive management can drive successful organizational transformation and promote sustainable economic outcomes. While the full transformation of MOIN is a multi-year process that is underway, the use of CLA in this initial design phase demonstrates the value of embedding CLA in to core operations. For MOIN the end result of the transformation will be an organization poised to attract more investment in Jordan’s key sectors and adapt to rapidly evolving global investment landscape.

**1. WHAT: What is the general context in which the case takes place? What organizational or development challenge(s) or opportunities prompted you to collaborate, learn, and/or adapt?**

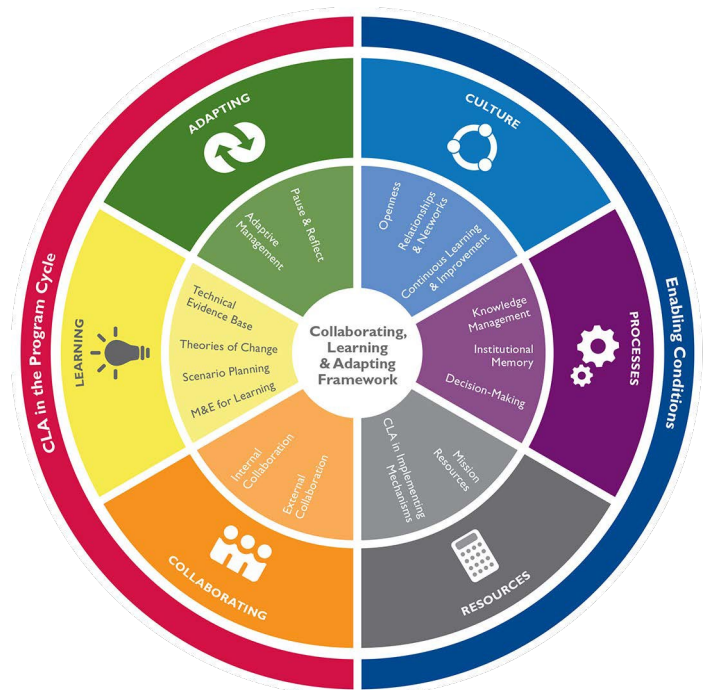
In October 2021, Jordan initiated a significant transformation in its investment landscape by establishing the Ministry of Investment (MoIN). This new entity absorbed the regulatory functions of the former Jordan Investment Commission, encompassing investment promotion, development and free zones regulation, and housing a relocated Public-Private Partnership (PPP) unit. In 2022 the Jordanian government issued a groundbreaking Investment Environment Law (which laid the foundation for a dynamic and responsive investment landscape. This robust legal framework, which was approved in October 2022 and came into effect in January 2023, which impacted MOIN and resulted in the need of restructuring). Plus, in 2023, His Majesty King Abdullah II and the Government of Jordan launched the ambitious Economic Modernization Vision 2033 (EMV) spanning eight economic growth drivers and targeting JD 41.4 billion in investments over ten years. Under the EMV, MoIN is responsible for securing JD 4.5 billion in investments. This mandate presented a window of opportunity for MOIN to reflect on how it would need to adapt in order to meet the EMV targets.

The particular challenge USAID's Economic Reform Activity (ERA) and MOIN faced was two-fold; the first was developing an efficient structure which reflected MOIN's expanded responsibilities and second was for MOIN to adopt and implement the recommended structure. This required significant and continuous collaboration, learning about what had worked and had not worked in the past, and adjusting plans based on iterative input from decision makers. Given the complexity of this transformation ERA recognized this as an opportunity to implement Collaborating, Learning, and Adapting (CLA) approach with MoIN by designing the restructuring process according to CLA principles and including key CLA tools and processes like reflection sessions, feedback loops to design and implement a structure that is responsive to international investment landscape and empowered to navigate future adaptation supporting Jordan's competitiveness on the global stage.

**2. What two CLA Sub-Components are most clearly reflected in your case?**

Adaptive Management

External Collaboration



### **3. HOW: What steps did you take to apply CLA approaches to address the challenge or opportunity described above?**

ERA designed the Initial Assessment and Planning to be a collaborative exercise with MOIN counterparts which included stakeholder Mapping and scheduling reflection meetings. The purpose of this was to establish internal within ERA and external relationships with MOIN, and jointly capture tacit knowledge and institutional memory. By creating these deliberate collaboration points ERA and MOIN were able to identify all relevant parties, including government officials, private sector representatives, and civil society organizations and strategize how best to include them in the development of the new structure. The Reflection Meetings, which included both government and private sector counterparts, provided an opportunity to evaluate the existing structure and identify key challenges and opportunities in order to guide the adaptation of the MOIN structure. ERA utilized an Organizational Capacity Assessment (OCA) to understand the existing capacities and identify areas for improvement resulting in an overall capacity action plan and were instrumental as inputs in shaping the restructuring strategy.

As part of the collaborative design strategy ERA and MOIN established regular feedback loops including monthly meetings with MoIN leadership and monthly discussions with broader stakeholder groups about progress, challenges, and emerging needs to ensure that new structure and plans reflected MOIN needs and goals. While the primary focus of the feedback was on the design of a new organizational structure, the loops also provided an avenue for direct feedback to ERA on the process of support and engagement. To ensure that ERA and MOIN were learning from other similar attempts and utilizing the technical evidence base ERA researched global best practices in investment promotion and regulation, and benchmarked Jordan's needs against successful models in other countries. This informed our recommendations and ensured that the new structure was both innovative and effective. ERA and MOIN leaderships shared inputs to design new organizational structure based on four core clusters of responsibilities: Investment Promotion, Development and Free Zones, Investor Services, and Public-Private Partnerships (PPP).

As MOIN moves to the implementation phase of the restructuring, ERA continues to support MOIN by both applying CLA and supporting MOIN to embed CLA within its own structures and processes. This includes establishing a monitoring and evaluation framework for MOIN to track and reflect on progress toward EMV targets, delivering tailored technical assistance to staff which focusing on the needed capacities to complete their functions including investment promotion, content management, results framework, communication planning, operational planning and PPP management. Further, ERA will schedule reviews and learning/reflection session to examine the progress to date on the implementation of the new structure, staff capacity utility of the training sessions needed adjustments.

#### **4. RESULTS: Choose one of the following questions to answer.**

The application of the Collaborating, Learning, and Adapting (CLA) approach was instrumental in creating an effective team between ERA and MOIN for the restructuring activity. Without the use of the CLA methods the proposed design of the new structure would not have reflected the needs of Jordan for example through the OCA, stakeholder consultations, and feedback loops it became clear that more focus was needed on post-investment services (after care). The team incorporated this into the design by enhancing the Investor Services cluster, and expanding current domestic and foreign investments in Jordan, ensuring it could provide comprehensive support to investors throughout their journey.

A testament to the success of the CLA approach is that MOIN committed to establish, and is currently staffing, a Transformation Office whose mandate is to maintain progress on the implementation of the structure and establish continuous improvement framework to fully institutionalize CLA principles and processes within the ministry independent of external requirements.

Additionally, the CLA structures enabled ERA to be a flexible and responsive partner and able to the needs of MoIN and its stakeholders for example MOIN identified a need for dedicated oversight of development zone agreements. They requested the creation of a new division within the organizational structure to handle this responsibility. Demonstrating ERA flexibility to respond to MoIN feedback, ERA conducted a thorough review, analyzing best practices for managing development zone agreements. Following this evaluation, ERA responded to MOIN's request by adding a new position within the Registration and Licensing Division within the Development and Free Zones Directorate rather than creating a new division. The new position was approved by MoIN to ensure attention on this critical area.

While the ultimate goal of the restructuring is to attract more investment, at this stage there are already some improvements to using feedback in targeted and strategic promotion campaign yielding investors' engagements meetings.

Had ERA and MOIN not used the CLA approach, it is likely that MoIN would have struggled to overcome the significant challenges associated with its restructuring including less information about needs, and what worked well elsewhere resulting in fragmented/siloed changes, and a longer less comprehensive transformation process. This would hinder the ministry's ability to swiftly attract investments and achieve the ambitious targets and deadlines set forth in the EMV.

As MoIN continues to implement its newly designed structure, the ongoing integration of CLA principles ensures agility and responsiveness, positioning the ministry to achieve sustainable economic growth and enhance its role in the global investment arena.

**5. ENABLING CONDITIONS: How have enabling conditions - resources (time/money/staff), organizational culture, or business/work processes - influenced your results? How would you advise others to navigate any challenges you may have faced?**

The success of the CLA approach in the design phase of restructuring the Ministry of Investment (MoIN) in Jordan was significantly influenced by several enabling conditions including the commitment of MOIN and ERA leadership translating to Dedicated Resources (Staff). Having a team of skilled professionals who were dedicated to the CLA process ensured that ERA and MOIN could maintain momentum and address challenges promptly. ERA was able to temporarily provide technical advisors to provide continuous support and guidance, which was essential for sustaining the transformation. The Organizational Culture at both MOIN and ERA during the design phase enabled leadership to embrace change and foster a culture of learning and adaptation. Being open to feedback and willingness to participate in Reflection sessions created an environment conducive to continuous improvement and change.

Implementing CLA within a government entity, even a new one, involves navigating bureaucracy and overcoming inertia to both design and then implement agile and adaptive management practices. Even with leadership support and dedicated resources there were barriers at the design phase with staff resistant to change or hesitant to consider new processes and approaches. In the design phase what worked to overcome this challenge was regular communication and engagement activities to build trust and demonstrate the benefits of the new structure.. As MOIN and ERA move to the implementation phase of the restructuring these challenges will remain and the team will need to continue to apply the same engagement techniques that worked during the design phase. Finally, this particular project faced ambitious timelines for achieving the restructuring goals which can create pressure on the team, so the regular communication and leadership engagement was necessary to maintain the proper balance of thorough planning and rapid milestone achievement.

For other organizations looking to embark on a similar exercise, they should keep in mind to focus on building strong relationships. Engage stakeholders early and often, and ensure their voices are heard throughout the process and establish trust necessary for making changes and innovating. Transparent and consistent communication helps in managing expectations and reducing resistance. Embracing CLA also means that all parties, including the IP, must be willing to pivot and make potentially major changes to the approach based on feedback and emerging needs. Keeping leadership engaged in the process reinforces the culture of learning and signals that the efforts have support from the top and are not fleeting interests of specific individuals. This is critical in driving cultural change and overcoming resistance. Finally, invest in staff with regular training and support in CLA methods to build confidence in their abilities and buy in to the utility of CLA. Organizations should also establish mechanisms for continuous improvement to sustain gains made through CLA practices, fostering a culture of adaptation and resilience.

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