

Preface

Jordan's National Anti-corruption strategy

Jordan's National Anti-Corruption Strategy forms a coordination framework for all efforts of institutions and agencies involved in combating corruption, as it is considered the basic tool to entrench the principles of good governance, integrity, transparency and accountability.

The strategy which was designed to continue and boost our efforts in combating corruption has been developed through fruitful cooperation and coordination between experts of "Finland" and representatives of Jordan's public institutions, the private sector and civil society organizations.

The strategy is based on analysis of risks and corruption aspects in all sectors through an induction of a comprehensive survey of the phenomenon of corruption and its prospects in the Kingdom, thus an action plan was structured to foster the culture of integrity, professional conduct and ethics in public office.

Our strategy is also based on the principles of transparency, strengthening work systems and internal monitoring units, through the participation of all parties involved in the prevention and fight against corruption each according to his/ her area of specialization to curb corruption.

We would like to express our sincere thanks to the constructive comments and views of all institutions and agencies contributed in the preparation of this strategy which enriched various axes of our strategy, as we also extend our gratitude to the European Union support provided to the commission through the twinning project with the Republic of Finland.

Samih Bino

Chairman of the Anti-Corruption Commission

Introduction

Jordan NATIONAL ANTI-CORRUPTION STRATEGY 2013-2017

The progress of nations depends on their abilities to develop the right legislative, institutional and functional frameworks to reinforce the principles of integrity, good governance and law enforcement to boost the public confidence in state institutions and provide a suitable environment to achieve sustainable development.

Corruption is a major obstacle to the development of modern societies and to the enforcement of law, therefore anti-corruption efforts will not bear fruit without the cooperation with all public and private institutions, civil society organizations and citizens.

Coordinating efforts of these actors in an institutional framework requires the development of a national strategy and an action plan defining the tasks, activities and responsibilities of these actors in an executable time frame.

Under the directives of His Majesty King Abdullah II, the government developed the first anti- corruption strategy in 2008, (2008 - 2012), which was later reviewed and evaluated to detect strengths and weaknesses, and to identify obstacles faced during the implementation and accordingly setting goals, programs and policies needed to continue the fight against corruption.

A new anti-corruption strategy has consequently been developed for (2013 -2017), which includes the vision, mission, basic principles, and goals. It also contains an executive action plan which identifies key tasks and activities required to achieve the national goals as well as determining the responsibility of all relevant partners within a time frame to implement, review and evaluate the strategy.

Vision

An effective and efficient legislative, administrative and media system that fosters the principles of national integrity and entrenches citizens' trust in national institutions.

Mission

Develop and implement active policies to entrench the principles of national integrity through the activation of a culture that rejects corruption, and through developing effective mechanisms and strategies capable of draining the sources of corruption and curbing its spread in the community. Our mission also focuses on the participation and cooperation of all local public and private sectors, civil society organizations, regional and international institutions to take the necessary measures to prevent and eliminate all types of corruption.

Basic principles

Jordan's National Anti- Corruption Strategy is based on the following fundamental principles:

- Strong political will to strengthen national integrity and the fight against corruption.
- The rule of law.
- Respect for human rights and avoid character assassination.
- Consolidating the principles of integrity on both personal and institutional levels.
- Transparency and accountability.
- Independence of the judiciary.
- Community participation.

Main goal of the strategy

The strategy aims at creating an proper environment that prevents corruption and consolidate community culture that reject all its forms by devising an advanced and effective administrative, legal and media framework cooperating with the public and private sectors as well as the civil society institutions. It also aims at boosting the capacity of all monitoring bodies responsible for combating financial and administrative corruption to strengthen people's confidence in state institutions.

Objectives of the National Anti-Corruption Strategy of Jordan (2013-2017)

1. Raising awareness on anti-corruption

Corruption negatively affects the national economy and the investment environment. The responsibility of raising the awareness and educating the public on all types of corruption lies on all government

institutions, the private sector as well as the NGOs. These institutions should be engage in furnishing comprehensive and correct information to the public about the nature, extent and impacts of corruption as well as anti-corruption measures and legislations.

2. Strengthening the prevention of corruption

Prevention of corruption requires enhancing the principles of integrity, good governance, activating internal controls, adopting and implementing code of ethics, as well as appropriate legal system, polices and standard measures for all public institutions.

Although the Government is primarily responsible for the prevention of corruption, the private sector and NGOs also share the responsibility in implementing good standards, and to ensure the commitment of public institutions to the above-mentioned standards.

3. Strengthening the capacity of the Anti-Corruption Commission

Jordan Anti-Corruption Commission is the authority responsible for awareness rising as well as prevention and investigation of corruption. The national interest of the Kingdom requires a clear role of the Anti-Corruption Commission, appropriate capacity, efficient and transparent working processes as well as functional cooperation and coordination mechanisms with public, private and third sector institution .

4. Promote integrity and active participation of society in the anti-corruption activities

Corruption jeopardizes citizens' fundamental rights, business activities and infrastructure of the society. Establishment of a functional anti-corruption system requires promoting the participation and cooperation of the community, NGOs, and relevant private entities in the decision-making processes, developing strategies and policies, formulating standards and procedures designed to safeguard the integrity of the society as a whole.

5. Strengthening the efficiency of investigation and court proceedings of corruption cases

In Jordan, there are many authorities responsible for the investigation of corruption, resulting in overlapping in competencies due to ambiguity of the legal framework constituting their mandates making their roles unclear to the public. Thus there is a significant importance for cooperation, exchange of information and coordination of activities with all law enforcement agencies, judiciary bodies and other relevant authorities. It is also important to ensure that the personnel of these public institutions have skills and abilities required for the maintenance of an efficient anti-corruption system.

6. Enhance international cooperation in the anti- corruption field

Anti-corruption efforts require efficient international cooperation. Therefore it's of vital importance that Jordan fulfills its legal commitments towards regional and international agreements in fighting corruption.

The cooperation includes exchange of information in mutual investigation, and asset recovery.

7. Develop national anti-corruption legislation in accordance with international standards to ensure the efficiency of implementation

Jordan anti-corruption legal framework is to a great extent in line with the international standards. However, the legislation has to be amended and revised to fill the gap and ensure compliance with the above-mentioned standards.

**Implementation Plan of the
National Anti-Corruption Strategy
(2013 – 2017)**

Strategic objective 1: Raising awareness on Anti-corruption

	Action	Authority in Charge	Schedule of the action	Performance Indicators
1.1	Prepare a mechanism to issue regular reports on Corruption	JACC, universities, & public and private institutions.	Medium-term	- Issue regular reports on Corruption.
1.2	Develop and implement integrity transparency and anti-corruption awareness events in schools, colleges and Universities.	JACC, Ministry of Education, Universities, National Training Institute, and NGO's	Medium-term	- Planning for Activities in 2013. - Implementation of activities (2013-2017)
1.3	Organize risk assessment-based training on integrity and anti-corruption issues for sectors vulnerable to corruption	JACC, ministries, National Training Institute, Greater Amman Municipality Municipalities	Medium-term	- Holding 15 training courses per year
1.4	Develop cooperation mechanism between the JACC and media to raise public awareness on Corruption	JACC and media	Short-term	- Developing a mechanism for cooperation with the media
1.5	Establishing an electronic public awareness gate on corruption	JACC	Medium-term	- Developing an electronic public awareness gate on corruption

Strategic objective 2: Strengthening the prevention of corruption

	Action	Authority in Charge	Schedule of the action	Performance Indicators
2.1	Develop a mechanism for corruption risk assessments	JACC	Short- term	- Developing a mechanism for conducting comprehensive Risk Assessments on Corruption
2.2	Implement a comprehensive Risk Assessments on most vulnerable sectors	JACC, public and private institutions and NGOs	Short and medium-term	- Conducting Risk assessment in municipalities, education sector, public shareholding companies and non-profit organizations (one assessment per year).
2.3	Strengthening internal Control units in ministers and public institutions	JACC, Audit bureau, ministries and public institutions	Medium-term	- Conducting a study on the effectiveness of internal control units in ministries and public institutions. - Enhance the efficiency of internal control units in ministries and public institutions.
2.4	Enhance the implementation of the Code of Conduct in public sector institutions	JACC, Ministry of public Sector Development, ministries and public institutions.	Medium-term	- Determining the most vulnerable institutions. - Structuring a plan to implement the Code of Conduct in ministries & public sector institutions

2.5	Develop and implement training programs on integrity, transparency in most vulnerable sectors based on conducted risk assessments	JACC, and concerned institutions	Medium-term	<ul style="list-style-type: none"> - Determining the most vulnerable institutions. - Developing and implementing training programs on integrity and transparency in different based on conducted risk assessments (2013-2017).
2.6	Review work procedures in entities subject to the JACC law to ensure observance of the legislation and commitment to the principles of codes of conduct, integrity, transparency and good governance	JACC, Ministries and concerned public institutions	Medium-term	<ul style="list-style-type: none"> - Review work procedures in ministries and public institutions by conducting 15 field visits per year.
2.7	Developing procedures of providing services and make it accessible to the public	Ministry of public Sector Development, JACC, other concerned institutions.	Medium-term	<ul style="list-style-type: none"> - Ensure the publication of procedures for providing the services in all institutions especially municipalities.
2.8	Enhancing the performance audit in various ministries and public departments and institutions	Audit Bureau, and JACC	Medium-term	<ul style="list-style-type: none"> - Review and assessment of performance of ministries and public institutions.
2.9	Developing a Code of conduct for private sector.	Chambers of commerce & industry", Businessmen Associations and JACC.	Medium-term	<ul style="list-style-type: none"> - Establishing Code of ethics for private sector
2.10	Activating corporate governance in the private sector.	Company controller Department and JACC.	Medium-term	<ul style="list-style-type: none"> - Implementation of corporate governance principles in the private sector institutions.

Strategic objective 3: Strengthening capacity of the Anti-Corruption Commission

	Action	Authority in Charge	Schedule of the action	Performance Indicators
3.1	Developing a standardized process for the preparation of the JACC's budget and performance plan	JACC	Short-term	- Establishing a standardized process for the preparation of the budget and performance plan for (2013)
3.2	Human resource planning to ensure efficient performance by qualified personnel and technical capacity for the JACC	JACC	Medium-term	- Human resource plan that ensures the existence of qualified personnel and technical capacity needed for JACC for the years (2013-2014)
3.3	Developing JACC's Organizational structure	JACC	Medium-term	- Developing an organizational structure for the years (2013-2014)
3.4	Establish a witness protection unit at the JACC and adopt regulations to protect informants, witnesses, whistleblowers and experts in corruption cases	JACC	Short-term	- Establishment of a Unit to protect informants, witnesses, whistleblowers and experts in corruption cases (2013-2014). - Issuing by-laws for the protection of informants, witnesses, whistleblowers and experts in corruption cases
3.5	Establish an asset recovery unit at the JACC to enhance tracing and recovery of the proceeds of corruption crimes	JACC	Medium-term	- Establishment of an Asset recovery unit to enhance tracing and recovery of the proceeds of corruption crimes (2015-2017)
3.6	Establish Standard Operating Procedures (SOPs) for handling complaints and planning of Investigations in Corruption cases.	JACC	Medium-term	- Establishment of Standard Operating Procedures (SOPs) for handling complaints and planning of investigations in Corruption cases (2015-2016)

3.7	Establish an automated Case Management System for the ACC	JACC	Medium-term	- Establishment of an automated Case Management System (2015-2017)
3.8	Developing Standard Operating Procedures (SOPs) for collecting intelligence information	JACC	Medium-term	- Establishment of Standard Operating Procedures (SOPs) for collecting intelligence information (2015-2017)

Strategic objective 4: Promote active participation of the society in the anti-corruption and integrity activities

	Action	Authority in Charge	Schedule of the action	Performance Indicators
4.1	Establish a Higher Committee for the Implementation of the National Anti-Corruption Strategy consisting of high-level representatives of public, private and third sectors	JACC, Ministries, public institutions, private sector and NGOs	Short-term	- Re-formulating the higher Committee for the Implementation of the National Anti-Corruption Strategy consisting of representatives of public, private and third sectors (2013-2014).
4.2	Promote the participation of different sectors in implementation, and monitoring the implementation of the National Anti-corruption Strategy.	JACC and the Higher Committee for the Implementation of the National Anti-Corruption Strategy	Short, medium and long-term	- Active Participation of different civic sectors in formulating, implementing and monitoring the implementation of the National Anti-corruption Strategy (2013-2017).
4.3	Implement, evaluate and revise the Anti-Corruption Training courses established by the JACC with the support of the Twinning Project funded by the European Union	JACC and other concerned institutions	Medium –term	- Review and assessment of training courses (2013-2014) - Execute training courses (2014-2017)
4.4	Cooperation with chambers of commerce and the NGO's in awareness raising procedures by enhancing their capacity through training and identifying target groups, and training materials for this purpose.	Chambers of commerce NGOs, and the JACC	Medium –term	- Specify the target groups for awareness raising. - Organizing training courses for Chambers of Commerce and NGOs during the period (2015-2017) - Chambers of commerce and NGOs executing anti-corruption training courses (2015-2017)

Strategic objective 5: Efficiency of investigation and prosecution procedures of corruption cases

	Action	Authority in Charge	Schedule of the action	Performance Indicators
5.1	Establish a Joint Intelligence Task Force and Common standards for the intelligence process	Public Security Directorate (PSD), Public Prosecutors Office, JACC, other relevant authorities	Medium –term	- Create the Joint Intelligence Task Force (2015) - Establish Common standards for the intelligence Process (2013)
5.2	Preparing standard work procedures on identification of serious crimes	Public Security Directorate, Public Prosecutors Office, JACC, other relevant authorities	Medium –term	- Standard work procedures on identification of serious crimes (2013)
5.3	Establish standardized procedures for establishment of multiagency investigation teams	Public Security Directorate, Public Prosecutors Office, JACC, other relevant authorities	Medium –term	- Establishment of standardized procedures for establishment of multiagency investigation teams (2013)
5.4	Establish transparent and reliable key performance indicators to enhance and measure the efficiency of the investigations of corruption crimes	Public Security Directorate, Public Prosecutors Office, ACC, other relevant authorities	Medium –term	- Establishment of transparent and reliable Key performance indicators to enhance and measure the efficiency of investigations of corruption crimes (2013-2014)

Strategic objective 6: Enhance international cooperation in the anti- corruption field

	Action	Authority in Charge	Schedule of the action	Performance Indicators
6.1	Establish standardized procedures for the mutual legal assistance and exchange of criminal information to enhance investigation of corruption crimes and asset recovery	Ministry of Justice, JACC, Ministry of Foreign Affairs, and the Public Prosecution Office.	Short -term	- Establishment of Standardized procedures for the mutual legal assistance and exchange of criminal information (2013-2014)
6.2	Enhance the work of the Anti-Corruption and Integrity Network to support the implementation of the UNCAC and enhance International cooperation through establishing a specific anti -corruption work plan.	The Higher Committee, and the JACC	Short -term	- Establishment of a specific Work plan for the Anti-Corruption and Integrity Network (2013-2014)

Strategic objective 7: Develop national anti-corruption legislation in accordance with international standards to ensure the efficiency of its implementation

	Action	Authority in Charge	Schedule of the action	Performance Indicators
7.1	Establish legislation to prevent persons convicted in corruption from holding Public positions or owning and managing companies	The Government, Ministry of Industry & Trade, and Company Controller Dept.	Medium –term	- Appropriate legislation in place (2015-2017)
7.2	Criminalize bribery in the private sector through amending the Penal Code or the Anti-Corruption Commission Law in accordance with article 21 from the UNCAC	JACC, Ministry of Justice, legislation and Opinion Bureau, the parliament.	Medium –term	- Amending the Penal Code or the Anti-Corruption Commission Law to criminalize bribery in the private sector in accordance with article 21 from the UNCAC
7.3	Enabling the JACC to obtain all necessary information regardless of its confidentiality including the banking information	JACC, legislation and Opinion Bureau, the parliament.	Medium –term	- Amending article 17 of the JACC law (2015)
7.4	Review the Financial Disclosure Law to enable the JACC to access the submitted information.	Ministry of Justice, JACC, legislation and Opinion Bureau, the parliament.	Medium –term	- Amending Financial Disclosure Law (2015).
7.5	Establish a law on mutual legal assistance to enhance mutual legal assistance on corruption offences and international cooperation on criminal procedures and assets recovery.	Ministry of Justice, JACC, legislation and Opinion Bureau, the parliament	Medium –term	- Issuing new law for mutual legal assistance and international cooperation on criminal procedures and assets recovery.

7.6	Amend legal framework to enable national authorities to freeze, seize and confiscate proceeds of corruption crimes based on decisions and convictions of foreign authorities even if the decisions and convictions are not yet final. In accordance with article 31 of the UNCAC	The government, Ministry of Justice JACC, the parliament.	Medium –term	- To enable national authorities to freeze, seize and confiscate proceeds of corruption crimes based on decisions and convictions of foreign authorities
7.7	Amend the legal framework to enable national competent anti-corruption authorities to exchange information with their foreign counterparts	Ministry of Justice, JACC, the parliament.	Medium –term	- A new law to enable national competent anti-corruption authorities to exchange information with their foreign counterparts
7.8	Review the Penal Code, and the Criminal Procedures Code to remove overlapping provisions with other national legislations	Ministry of Justice, legislation and Opinion Bureau, the Parliament	Long -term	- Review the Penal Code, and the Criminal Procedures Code to remove overlapping provisions with other national legislations
7.9	Enhance access to law-drafting materials before endorsing.	Ministries, public institutions, legislation and Opinion Bureau, the Parliament	Long -term	- Available and easy-access to law-drafting materials before endorsing.
7.10	Enhance access to judicial verdicts	Ministry of Justice, The Judicial Council	Long -term	- Available and easy-access to judicial verdicts

7.11	Review the legal framework and develop necessary regulations for forming joint investigation teams, and the use of special techniques in the investigation such as covert surveillance, electronic surveillance and others	JACC, Ministry of Justice and legislation and Opinion Bureau	Medium-term	- A law that allows the formation of joint investigation teams, and the use of special techniques in investigations such as covert surveillance, electronic surveillance and others
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