



THE HASHEMITE KINGDOM OF JORDAN

Anti-Corruption Commission

"The National Anti-Corruption Strategy"

2008 - 2012

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Vision:

Efficient and effective commission in the area of fighting and preventing corruption, draining its resources, promoting the principles of integrity, and establishing the trust of citizens in the national institutions.

Mission:

Develop and implement effective policies to combat corruption and reveal all its forms, in order to limit its spreading in the society through activating the culture-based rejection for corruption, and through the development of mechanisms and effective strategies capable of detecting corruption, and through the cooperation and coordination with all local, regional and international levels to take the necessary measures for the prevention and elimination of corruption.

Preface:

- Corruption in both the public and private sectors poses a threat to national security, it undermines the confidence of citizens in the government, and impedes fair and honest competition, and contributes to the spread of poverty and unemployment and the growing of organized crime.

And In order to reduce and control corruption, there is a need to apply strong and effective measures to prevent and combat corruption to enhance public awareness, and to prosecute the perpetrators, and take deterrent actions against them.

- Jordan is considered as one of the leading countries in the Arab world in the field of good governance and combating corruption and providing legislative and institutional frameworks; On the **legislative framework**, the Penal Code (No. 16) for the year 1960, as amended, covers the crimes of corruption involving bribery, embezzlement, post investment, encroachment on the freedom, and different kinds of fraud. Also, the Economic Crimes Law (No. 11) for the year 1993, as amended, deals with crimes that damage the economic status of the kingdom or affect public funds. The Anti-Corruption Commission Law (No. 62) for the year 2006 deals, in addition to the above laws, with all acts that lead to prejudice to public funds, abuse of power, and acceptance of Wasta and Nepotism, which nullifies a right or validates what is void, and all the actions mentioned in the international conventions dealing with the fight against corruption and ratified by the Kingdom.
- With regard to **institutional framework** related to fighting corruption, Jordan was among the first countries to set up specialized agencies for this purpose, such as the Audit Bureau and the Jordan Securities Commission and the Anti-Corruption Department. That was followed by ACC establishment upon Royal will embodied in a letter from His Majesty King Abdullah II sent to the Prime Minister in June, 2006.

All of the above requires maintaining what has been achieved in accordance with international standards and indicators and to make further efforts for this purpose, which requires a strategy based on solid principles established for preventing and fighting corruption.

The main objective of the National Anti-Corruption Strategy:

The main objective of the National Anti-Corruption Strategy is to reduce available opportunities for engaging in corrupt actions through the creation and development of administrative and legal frameworks effective for both public and private sectors.

It also aims to increase the effectiveness of the entities charged with combating and controlling corruption, enhancing citizen confidence in state institutions, and containing the corruption so it does not constitute an obstacle to the free market economy, and good governance in the country.

Guidelines:

- The Jordanian efforts in the fight against corruption are based on the strengths of the Jordanian culture, and on the Kingdom's achievements in this area, which requires maintaining the society's virtuous values and traditions.
- Controlling and preventing corruption is a joint responsibility involving the government and parliament and those in charge of Control and civil society institutions and citizens.
- The fight against corruption becomes possible only through a common set of actions including criminal prosecution and disciplinary action in addition to preventive and public awareness actions.
- Corruption is an organizational problem, therefore in order to fight by various parties; combating activities must become an integral part of the management process.
- The fight against corruption requires active coordination of efforts in both the public and private sectors and fully benefiting from opportunities rising from international cooperation.
- In order to ensure the effective application of the Anti-Corruption Policy through prevention, awareness and criminal prosecution, all coordination efforts for the implementation of this policy must be the responsibility of a single entity which is The Anti-Corruption Commission.
- Jordan has taken great steps towards combating corruption through administrative and legislative procedures, based on activating the role of regulatory institutions, which paved the way towards the establishment of Anti-Corruption Commission, as the new challenges and the need to meet the growing aspirations of citizens require the application of a new institutional methodology in this area.
- Citizens have the right to be provided with integrity and justice, and the principles of equality, and equal opportunities, and protection from the risk of character assassination and rumor, and effective access to public services.
- The national duty of every citizen requires confronting corruption and reporting any corruption cases; also, public employees must inform their superiors and the Anti-Corruption Commission of each corruption case or suspected case to be a corruption case.

Work Mechanisms:

- Adopting a solid action plan within a time frame to ensure the achievement of the objectives of the Strategic Plan.
- Implementing the themes and policies through programs and policies of the concerned departments in the commission.
- Systematic follow-up and evaluation to ensure correction and measure the achievement of objectives, criteria and indicators.
- Issuing periodic reports to reflect the stages of progress and achievement for each priority to be implemented until it is fully completed.

Analysis of the Internal and External Environment for the Commission:

The analysis of the internal and external environment aims to identify the current status of the Commission, and the internal and external conditions and their impact on the future work of the Commission.

And in order to identify the current internal and external environment of the Commission, the involved group of experts developed the strategy after consulting with the relevant institutions, and prepared a comprehensive study on the legal framework governing the fight against corruption in the Kingdom.

i. Analysis of Internal Environment:

a. Strengths:

- 1) Clarity of vision, mission, and goals specified by the Law.
- 2) Power granted to the Commission by the Commission Law and the issued regulations and instructions.
- 3) The Commission is independent financially and administratively, and exercises its duties without any influence from any external party.
- 4) The Commission is responsible for coordination between the institutions and commissions involved in combating corruption.
- 5) Technical equipment and distinctive infrastructure.
- 6) Good relationship with the Arab and international anti-corruption institutions, and good reputation in international forums.
- 7) Friendly relationship between the Commission staff which creates a motivating work environment.

b. Weaknesses:

- 1) Newly established Anti-Corruption Commission with great responsibilities, which requires providing all tangible and moral resources necessary for its work.
- 2) New Staff that needs training and guidance.
- 3) The need for people specialized in specific technical areas.
- 4) The need for a sophisticated electronic system in the field of information.
- 5) The ability to maintain qualified and well-trained employees and experts.

ii. Analysis of External Environment:

a. Opportunities:

- 1) The Support of His Majesty the King for establishing responsible for combating corruption.
- 2) Seriousness of the Jordanian government in reforming and developing the public sector.
- 3) Cultural environment and national support for combating corruption.
- 4) Local community supporting integrity, fairness, and equal opportunities.
- 5) International aim to fight corruption through the implementation of the United Nations Convention against Corruption.
- 6) Growing confidence in the national institutions.

- 7) Good relationship with the Arab and international anti-corruption institutions, and good reputation in international forums.
- 8) Benefit from the international support programs, particularly in the area of technical development.

b. Threats:

- 1) Implementation of the United Nations Convention against Corruption, ratified by the Kingdom, requires the development of legislative and administrative measures that are compatible with international standards.
- 2) Policy change and instability in accordance with changed circumstances.
- 3) Improving Jordan's rate in the fight against corruption, according to reports by Transparency International, and concerted national efforts to achieve this end.
- 4) The multiplicity of parties involved in combating corruption and poor coordination among them.
- 5) Low community awareness of the threats of corruption.
- 6) Insufficient role of civil society institutions and the private sector in the fight against corruption.
- 7) Changing the perception that Wasta and nepotism is desirable, and creating a community environment to ensure fairness and justice and equal opportunities

Target Groups and Stakeholders:

- 1) The Government
- 2) The Parliament
- 3) Anti-Corruption Commission
- 4) Civil Society Institutions (Associations, Political Parties, Syndicates)
- 5) Media
- 6) Religious Leaders
- 7) Studies and Researches Centers
- 8) Citizens
- 9) Private Sector
- 10) Other Institutions

Anti-Corruption Strategy Components:

First Component: Strengthening the Capacity of the Anti-Corruption Commission

Second component: Prevention of Corruption Component

Third Component: Education, Training and Public Awareness Component

Forth Component: Law Enforcement Component

Fifth Component: Coordinating Anti-Corruption Efforts Component

Sixth Component: International Cooperation Component

First Component

Strengthening the Capacity of the Anti-Corruption Commission

It is necessary to strengthen the capacity of the Anti-Corruption Commission in the Hashemite Kingdom of Jordan to be able to manage programs for the prevention of corruption effectively, and raise the community awareness about its risks, and to coordinate the efforts to combat it, and reveal all its forms, and to prosecute the perpetrators and bring them to the competent judicial bodies.

Achieving this requires the development of the ACC capacity through the provision of the following:

- 1) Providing tangible and moral resources necessary for accomplishing its work
- 2) Hiring specialized staff and ensuring the effective guidance and training for them
- 3) Developing legal legislation governing ACC work
- 4) Coordinating the implementation of the national anti-corruption strategy and prevention and education and awareness programs
- 5) Adopting a code of conduct particularly for ACC that sets standards and guidelines that rules the conduct of ACC staff, and the disciplinary actions upon violations
- 6) Developing and adopting all the guiding manuals, and the standard operating procedures and evidence particularly for ACC staff which must become an integral part of the training program in the commission. To this end, the preparation of manuals and policies is necessary for the following activities:
 - a. Guidelines for conducting investigations
 - b. Guidelines for handling complaints
 - c. Guidelines for prevention procedures
 - d. Guidelines for implementation of the National Anti-Corruption Strategy
 - e. Guidelines for the management of corruption risks
 - f. Policies for whistleblowers protection
 - g. Policies for providing fairness and equality
 - h. Access to information and transparency policy at ACC

Short-term objectives by the end of 2009:

- 1) Reviewing the organizational structure of ACC
- 2) Qualified and trained staff to combat and prevent corruption
- 3) Adopting a code of conduct particularly for ACC staff
- 4) Setting instructions for conducting investigations and handling complaints

Medium-term objectives by the end of 2010:

By the end of the year (2010) ACC must be an effective institution with adequate capacity to perform its functions through:

- 1) The development of legal legislation governing ACC work
- 2) Reviewing and monitoring the implementation of the National Anti-Corruption Strategy and proposing immediate amendments after consulting with the relevant parties
- 3) Adopting policies for whistleblowers protection

Long-term objectives by the end of 2012:

ACC is to become capable of designing and implementing effective programs in the fields of prevention and awareness and education.

Second Component

Prevention of Corruption Component

Corruption is a very costly problem with both financial and moral effects on the society and its institutions, and it is important that there should be specific prevention programs in order to prevent it from happening in the first place, and to protect the community from its effects including the reduction of its costs.

The main objective of prevention is to create conditions that reduce the chances of its happening, and can achieve this through:

- 1) Developing legal legislation to facilitate the business environment, and fill the gaps, and review and simplify work procedures
- 2) Strengthening the capacity of the various agencies responsible for the application of the law
- 3) Providing greater transparency and managerial accountability
- 4) Limiting Wasta and favoritism which nullifies a right or validates what is void.

Short-term objectives by the end of 2009:

a. Simplifying the Business Environment:

- 1) Organizing a series of seminars, lectures and workshops with the relevant authorities to simplify the business environment
- 2) Conducting field studies of the business environment in order to identify areas where corruption exists
- 3) Conducting legal studies to identify legislation and actions that impede work procedures in order to address and improve them
- 4) Each ministry and government institution should develop a handbook of its administrative proceedings indicating its services and the conditions necessary to obtain them

b. Integrity Audit:

- 1) Develop capacity for the ministries and government institutions to be able to carry out integrity audit procedures
- 2) Conducting studies that show departments and institutions that can be considered more vulnerable to corruption as a result of the nature of its work and services provided by them
- 3) To initiate the development of systems for related indicators to ensure the standardization of audit integrity

c. Public Sector Reform:

- 1) Development and adoption of modernization programs for the public sector that would increase its effectiveness and contribute to the strengthening of the capacities of the private sector to operate more efficiently and effectively
- 2) Review the application of the Access to Information legislation in every ministry and institution
- 3) To establish open channels of communication in every ministry and government institution to facilitate the reporting of corruption cases and abuse of power, including closed mail boxes and telephone hot lines and email addresses

- 4) Revising and/ or developing appropriate legislation to protect whistleblowers about corruption cases, and ensuring that civil servants are not held accountable in case they informed of cases of corruption
- 5) Development of effective policies, mechanisms, and simplified and declared and documented working procedures that include all operations relating to the management and human resources development like hiring, performance appraisal, training, development and human resources planning so that these policies are based on the principles of merit, competitiveness and equal opportunity and justice
- 6) The use of modern technology as a sophisticated anti-corruption tool through the creation of systems that include:
 - a. Access to government information and websites of ministries and government institutions via the Internet
 - b. Modernization of the operating management in accordance with those systems, and raise the administrative efficiency
 - c. The announcement of job vacancies and general administrative positions and to enable applicants to these posts to provide electronic copies of documents required for appointment
 - d. Enable applicants to public tenders and bids to participate in bidding procedures and public tenders via the Internet
 - e. Publication of final judicial decisions on the Internet
- 7) The need to publicly disclose all companies and parties participating in bids and public tenders, and those companies to whom bids are referred
- 8) Approving a code of conduct and work ethics of public posts to ensure transparency and fairness, impartiality and accountability at work, and the preservation of public funds
- 9) Activating the role of internal audit units in ministries and government institutions and increase the coordination between them and ACC
- 10) Ensuring that appointments to senior positions in the government are in accordance with the rules of fairness, justice, efficiency, and competitiveness, and are subject to scrutiny by ACC to ensure that there is no suspicion on the candidate for the appointment
- 11) Conducting a comprehensive review of the effectiveness of the application of the Anti-Corruption legislation in courts

Medium-term objectives by the end of 2010:

- 1) Reviewing the regulations and instructions of ministries and government services agencies and identifying any gaps hindering work in order to processing them and include any provisions needed to achieve ACC objectives
- 2) Development of prevention programs specifically to ministries and government institutions reflecting the priorities of the National Anti-Corruption Strategy
- 3) Creating and development of training programs specified in integrity and public post ethics.

Long-term objectives by the end of 2012:

- 1) Conducting a comprehensive organizational and functional review of the public administration in the Kingdom
- 2) Reviewing the organizational structures in the public administration and eliminating the unnecessary

- 3) Conducting a comprehensive study on corruption in the private sector and developing a strategy to fight corruption in this sector
- 4) Development of performance appraisal systems in the civil service sector
- 5) Reviewing the e-Government Program in order to improve and develop government services

Third Component

Education, Training and Public Awareness Component

Anti-corruption efforts do not achieve the desired results only through special measures in the fields of education and training in order to raise citizens' awareness of the dangers of corruption on plans of political, economic and social development to enhance Jordan's credibility among investors and international institutions. It must also be keen to create an environment based on fairness and justice and equal opportunities and that Wasta and nepotism violate moral and religious values in the society, while at the same time working to protect national institutions and personnel of the danger of character assassination.

Short-term objectives by the end of 2009:

- 1) Assessing training needs in the areas of public service concerning Anti-Corruption and Prevention cases.
- 2) Laying the foundations for the development of curriculum and teaching materials and training of trainers at the National Institute for training on integrity and ethics in the public service
- 3) Assessing the training needs of the programs of integrity and combating corruption in schools, colleges and universities
- 4) Providing pilot training courses in the form of seminars and lectures for senior officials and groups most vulnerable to the risks of corruption
- 5) The development and adoption of a plan to introduce programs of integrity and combating corruption in schools, universities, and Institutions
- 6) Adopting a strategy of outreach to enlighten and educate citizens about the dangers of corruption and ways to combat it, and their responsibility in this regard

Medium-term objectives by the end of 2010:

- 1) Re-evaluation of training needs in the civil service in order to bring about necessary changes in programs and infrastructure in accordance with the outputs of the pilot training courses
- 2) Beginning to provide training to public servants on a large scale
- 3) The introduction of mandatory programs on integrity and combating corruption in schools, universities and Institutions
- 4) Strategic assessment and development of mass communication

Long-term objectives by the end of 2012:

- 1) By the end of year 2012, all public servants in Jordan should be trained at least on one of the training programs on the realization of the principles of impartiality, transparency and career ethics
- 2) That all Jordanian schools and colleges and universities have included in their curriculums courses on integrity, focusing on the traditions of Jordan and best international practices in this area
- 3) The Mass Communication component in the program of education and public awareness about corruption must become a permanent component in the media environment and mass communication in the Kingdom

Forth Component

Law Enforcement Component

Despite the importance of prevention of corruption, prosecution of offenders is essential, in order to deprive them of opportunities to commit their crimes in the future on one hand, and inform the citizens that the crimes must be prosecuted, and perpetrators are punished, and fair punishments are inflicted. This goal is achieved through:

- 1) Reviewing legislation to ensure that perpetrators of crimes of corruption are pursued and punished, while ensuring their right to defense, while taking into consideration the streamlining of investigation and trial procedures
- 2) Simplification of procedures to ensure the seizure and confiscation of funds and proceeds from corruption in a timely manner
- 3) Strengthening the capacity of law enforcement institutions in the fight against corruption

Short-term objectives by the end of 2009:

- 1) Activating the role of the Information and Investigation Department in ACC to be able to effectively investigate and gather information about corruption cases
- 2) Expanding the usage of advanced methods of investigation in corruption cases
- 3) The development of advanced and specialized programs and courses for investigators in ACC and inform them of the advanced experience in this area

Medium-term objectives by the end of 2010:

- 1) Review of criminal legislation relevant to acts of corruption to coincide with the United Nations Convention against Corruption
- 2) Creation of more effective criminal procedures to deal with various acts of corruption
- 3) Review the Financial Disclosure Law to ensure transparency and fairness in the submitted financial disclosure statements
- 4) Adoption of legislations that enable to prohibition of dealing with companies involved in corruption (including them on the blacklist)
- 5) Adoption of legislation to protect witnesses and whistleblowers.

Long-term objectives by the end of 2012:

- 1) Conduct a comprehensive review and/ or development of legislation to promote ACC authority and other bodies dealing with corruption cases
- 2) Organizing advanced and specialized training Courses for ACC staff, prosecutors, and police officers involved in investigating corruption cases

Fifth Component

Coordinating Anti-Corruption Efforts Component

The success of the fight against corruption requires concerted efforts of all government agencies to ensure the quality and sustainability of the results of specific actions in accordance with this strategy including:

- 1) Developing effective policies to coordinate efforts in the fight against corruption with all government agencies concerned
- 2) Developing procedures for communication and coordination with the private sector and civil society institutions regarding the fight against corruption
- 3) Evaluating strategy implementation and results

Short-term objectives by the end of 2009:

- 1) Forming a coordinating committee to oversee the implementation of the national Anti-Corruption Strategy, headed by ACC Chairman and the membership of directors and secretaries of ministries and concerned government institutions and the relevant authorities
- 2) Formation of committees to coordinate Anti-Corruption efforts in the governorates
- 3) Demanding from municipal councils in various governorates to develop their own policies regarding integrity and combating corruption and establishing mechanisms to monitor and evaluate its actions
- 4) Coordinating efforts with organizations of civil society in the fight against corruption in order to achieve the implementation of the National Anti-Corruption Strategy
- 5) Utilization of local and international expertise to develop Anti-Corruption mechanisms

Medium-term objectives by the end of 2010:

- 1) Review and assess the implementation of the National Anti-Corruption Strategy by the Coordinating Committee, and publish periodical reports about it
- 2) Review and assess the efforts of the coordinating committees in the governorates

Long-term objectives by the end of 2012:

Assessing the implementation of the current National Anti-Corruption Strategy, and writing a new Anti-Corruption Strategy draft in the Kingdom

Sixth Component

International Cooperation Component

Whereas ACC functions include the cooperation and coordination with local, regional and international authorities to strengthen the measurements of fighting corruption and develop it, and in the light of the Kingdom's ratification on the United Nations Convention against Corruption, which aims to promote, facilitate and support international cooperation and technical assistance in preventing and combating corruption, ACC pays great attention to international cooperation because of its impact on the fight against corruption, in accordance with all bilateral or multilateral agreements that the kingdom is linked.

Short-term objectives by the end of 2009:

- 1) To review a number of Jordanian legislation to achieve the highest rate of compliance with the United Nations Convention against Corruption and other relevant conventions
- 2) Attempting to establish Formal Regional (Arab) Anti-Corruption Networks in order to build constructive cooperation and transfer of expertise to support the application of the United Nations Convention against Corruption

Medium-term objectives by the end of 2010:

- 1) Strengthen the cooperation and coordination among parties involved in fighting corruption in the kingdom and regional and international organizations involved in this field, in order to achieve the objectives of the United Nations Convention against Corruption in the areas of extradition and the transfer of sentenced persons and mutual legal assistance and cooperation in the law enforcement and joint investigations and information exchange and combating money laundering, and asset recovery.
- 2) Holding conferences, seminars and workshops involving local and international experts to exchange developed experiences in the fight against corruption and prevention to promote international cooperation

Long-term objectives by the end of 2012:

Completing the review of all Jordanian laws to conform to international conventions on combating corruption