



His Majesty King
Abdullah II Ibn Al Hussein



HRH Crown Prince
Hussein bin Abdullah II



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List of Abbreviations

Anti-corruption and Integrity Network	(ACINET)
Anti-Money Laundering and Counter Terrorism Financing	(AML/CTF)
Central Bank of Jordan	(CBJ)
Companies Control Department	(CCD)
Corruption Perceptions Index	(CPI)
Income and Sales Tax Department	(ISTD)
Jordan Anti-Corruption Commission	(JACC)
Jordan Customs Department	(JCD)
Jordan Securities Commission	(JSC)
Jordan’s National Anti-Corruption Strategy	(JNACS)
Law on Securing Access to Information.....	(LSATI)
Non-Governmental Organizations	(NGOs)
Public Security Directorate	(PSD)
Standard Operating Procedures	(SOP)
United Nations Convention against Corruption	(UNCAC)

Letter From The Chairman of Jordan Anti-Corruption Commission

Jordan's National Anti-Corruption Strategy (JNACS) forms a coordination framework for all efforts of institutions and agencies concerned with combating corruption. It is also considered the basic tool to boost the principles of good governance, integrity, transparency, and accountability.

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

JNACS is based on risk assessment and analysis of corruption aspects in all sectors through a questionnaire and a comprehensive survey of the phenomenon of corruption and its impacts in the Kingdom. To reach this goal an action plan was implemented with the aim of fostering the culture of integrity, professional conduct and ethics in public office.

Our strategy is also based on the principle of transparency, strengthening work systems and internal monitoring units, through the participation of all concerned parties in order 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 JNACS which enriched its various axes. 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 Jordan Anti-Corruption Commission

1. Introduction

The progress of nations depends on their abilities to develop right legislative institutional and functional frameworks to reinforce the principles of integrity, good governance, transparency, and accountability. Despite the importance of legislative and institutional frameworks, the real guarantee to achieve the desired progress comes through fair and equitable implementation of legislation and ensuring the effectiveness and efficiency of all concerned anti-corruption bodies.

Corruption is a major obstacle to the enforcement of laws and to the development of modern societies. Therefore, eliminating and combating this scourge require consorted efforts of all parties including the public and private sector and the NGOs.

This will be achieved through adopting and enforcing effective governance policies integrity and promoting a community culture that rejects corruption and able to reveal its areas and causes in order to boost citizens' trust in national institutions.

To coordinate the efforts of all agencies concerned with corruption prevention and control under an administrative and institutional framework, there is a need to develop a national strategy with a clear action plan defining the tasks, activities and responsibilities with a specific time frame for implementation.

Under the directives of His Majesty King Abdullah II, in 2008 the government developed the first anti- corruption strategy (2008 - 2012), which was later reviewed and evaluated to detect strengths and weaknesses, and to identify obstacles faced during the implementation. 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, core principles, and goals of the commission. 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.

1.1 Vision

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

1.2 Mission

Develop and implement active policies to entrench the principles of national integrity through activating a culture that rejects corruption, and developing efficient mechanisms and strategies capable of eliminating corruption, draining its sources 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.

1.3 Core Principles

Jordan's National Anti-Corruption Strategy (JNACS) is based on to the following core 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.
- Cooperation and coordination among competent authorities.
- Community involvement.
- Monitoring the implementation of the Strategy.

1.4 Goal

The strategy aims at creating an appropriate environment that prevents corruption consolidating a community culture that rejects all its forms through devising an advanced and effective administrative media and legal framework cooperating with the public and private sectors as well as the Non-Governmental Organizations (NGOs). 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.

2. Methodology of Preparing the National Anti-Corruption Strategy

2.1 Methodology of Preparing the Strategy

The JNACS (2013 -2017) was prepared based on the review and evaluation of the National Anti-Corruption Strategy (2008-2012), as well as evaluating the legislative regulatory and institutional anti-corruption framework in Jordan. It was also based under the directives of His Majesty King Abdullah II to the successive governments royal initiatives, such as “We are all Jordan”, and the National Agenda, together with the Expert Report on the Review of Jordan implementation of the United Nations Convention against Corruption (UNCAC) in 2011.

JNACS and its Action Plan were developed, based on data and information obtained through communication and consultation with anti-corruption partners in the public and private sectors and the NGOs.

This included holding 240 meetings and workshops, in addition to information obtained from 320 online questionnaires, as well as the previous anti-corruption evaluation reports, where eight analytical reports were prepared. The quality of collected information and the threat of the risks identified were evaluated using Europol analytical guidelines. Adopting at the same time the results of risk management methodology that was implemented according to (ISO 31000) and (ISO 31010). This mechanism enabled us to identify uncertainties and the probability of future events and their impact on achieving our strategic goals. Main analyzed risks are the followings:

- Is there an anti-corruption strategy with an action plan or are they implemented.
- Is there accurate information about the nature, scale and impacts of corruption.
- If the anti-corruption measures are inefficient because of the spread of Nepotism (Wasata).
- If the anti-corruption legal framework is fully implemented and its impact on poor corruption prevention and fighting corruption.
- Compliance of anti-corruption legal framework with the international conventions.
- The need to develop joint and effective investigation of corruption crimes.

- The sufficiency of human and technical resources for Jordan Anti-Corruption Commission (JACC).
- The need to adopt appropriate procedures and policies by the competent institutions to be involved in the fight against corruption.
- Poor efficiency of internal control units.
- The extent of adequate support to the most vulnerable sectors to corruption.
- Exchange of information among public and private sectors.
- The existence of a national mechanism for preparing analytical reports on corruption.
- The extent to which economic growth is at risk as a result of corruption and informal economy.
- The weakness of the anti-corruption system as a result of poor communication mechanisms between the public and private sector and NGOs.
- The adequacy of cooperation mechanisms and coordinating between institutions involved in the fight against corruption in the public and private sectors and NGOs.
- The extent to which Jordan's reputation is negatively affected by the drop of its rank on Corruption Perceptions Index(CPI).
- The ability and feasibility of the (JACC) efforts in fighting corruption.
- The efficiency of asset recovery and benefits achieved from corruption proceeds.
- Overlapping functions and poor cooperation, coordination and exchange of information between stakeholders and its impact on weakening strategic and operational decision-making process in fighting corruption.
- The existence of measures to monitor the performance of the competent authorities and its impact on improving the efficiency of anti-corruption policies and measures.
- The efficiency of international cooperation at the operational level and its impact on asset recovery and investigation of corruption cases.

After analyzing and evaluating the legislative and institutional frameworks, training requirements and risks, the following procedures were taken:

1. Identifying the Strategy goals, as measures to address the risks that have been analyzed, identified and evaluated, and the priorities that must be addressed during the period of the JNACS.

These goals are in line with the outcomes of analyzing the legislative and institutional environment, the Royal Letters of Designation, and His Majesty King Abdullah II Bin Al Hussein initiatives, such as the Integrity National Committee, We Are All Jordan, the

National Agenda, the Executive Development Program 2011-2013, and the JNACS (2008– 2012).

2. Developing a procedural action plan to implement the JNACS (2013-2017), this constitutes a road map and contains a list of actions that must be implemented by the stakeholders in order to achieve the vision through the strategic objectives.
3. Developing performance indicators to measure progress in implementing the Action Plan by stakeholders. This plan requires the development of mechanisms and detailed indicators for each stakeholder under the strategic plan.
4. Reviewing the strategic objectives, the Action Plan activities on a regular basis, and revising the Strategy and the Action Plan if needed, based on risk assessment.
5. Incorporating the costs of implementing the strategic objectives and Action Plan procedures in the budgets and performance plans of ministries and institutions involved in the fight against corruption.
6. Preparing reports on the progress and effectiveness of the implementation of the Strategy on a regular basis.
7. Implementing the Strategy by the public and private sectors and NGOs. The draft Strategy was prepared and presented for discussion in workshops organized by the commission and other special workshops that included experts, representatives of official institutions, private sector institutions and NGOs.

2.2 The Concept of Corruption

The United Nations Convention against Corruption (UNCAC) does not provide a specific definition for corruption. However, the Transparency International (TI) has defined corruption as the abuse of entrusted power for private gain.

On the other hand, Article 5 of JACC Law No. 62 of 2006 provides as follows:

“For the purposes of this Law, the following shall be deemed as corruption:

1. Offences violating office duties stipulated in the Penal Code No. 16 of 1960, as amended.
2. Offences violating public trust stipulated in the Penal Code No. 16 of 1960, as amended.

3. Economic crimes in the meaning specified in the Economic Crimes Law No. 11 of 1993, as amended.
4. Any act or omission, which may infringe public funds.
5. Abuse of authority contrary to the provisions of the law.
6. Acceptance of nepotism and favoritism, which nullifies a right or validates what is void.
7. All actions provided in international anti-corruption conventions to which Jordan has acceded”.

3. Anti - Corruption System in Jordan

Jordan has a comprehensive system to prevent corruption. This system consists of the legislative and the institutional framework of the authorities in charged with this mandate, which in turn draws policies to fight this phenomenon.

Developing the Strategy requires reviewing this system in order to identify gaps and develop legislation to conform with international standards related to preventing and fighting corruption and ensure continued anti - corruption efforts by incorporating these issues in the Action Plan of the JNACS (2013-2017).

3.1 Anti - Corruption Legislative Framework in Jordan

Jordan has ratified the (UNCAC) which entered into force with effect from 24/2/2005 and thus became applicable. At the domestic level, there is a range of legislation that prevents and combats corruption, including the following:

1. JACC Law No. 62 of 2006, as Amended

This Law provides for the establishment of an independent Anti-Corruption Commission linked to the Prime Minister, with financial and administrative independence, and shall freely and independently undertake its duties and work without any influence or interference from any other party.

The Law identifies the objectives of the Commission, corruption acts, its granted powers during the investigation of financial and administrative corruption. Powers include receipt of notifications and complaints, commencement of investigation collection of evidence and information to detect acts of corruption, seizure of movable and immovable assets, travel bans, requesting restriction from performing work, as well as providing necessary protection for whistleblowers, witnesses, informants and experts.

It also clarifies recovery of corruption proceeds and considers any contract, agreement benefit or privilege that has been obtained as a result of an act of corruption as revocable or voidable by a decision of the competent court.

2. Penal Code No. 16 of 1960, as Amended

The Penal Code incriminates a set of corruption acts, including crimes against public office duties, such as bribery, embezzlement, abuse of power and breach of office duties as well as crimes against public trust, such as imitating the seal of the State forging banknotes, criminal forgery, and false certifications.

3. Economic Crimes Law No. 11 of 1993, as Amended

This Law sets out actions that are considered as corruption, including contractor crimes crimes that undermine the financial position of the State, vandalize public water facilities. In addition, the Law considers the crimes stated in the Penal Code as economic crimes if they cause damage to the economic status of the Kingdom, breach public trust in the national economy, currency, stocks, bonds or traded securities, or if they are related to public funds. These crimes include fire, means of transportation and fraud that poses a comprehensive threat or violate duties of the post. It also includes crimes related to public trust, forgery, theft, fraud, fraud in the type of goods, illegal speculation and bankruptcy.

4. Anti-Money Laundering and Counter Terrorism Financing (AML/CTF) Law No. 46 of 2007, as Amended

Article 3 of this Law incriminates money laundering offences, whether committed inside or outside the Kingdom, provided that the act should be subject to penalty in accordance with the valid law of the country in which the act has performed.

AML/CTF law defines crimes that is punished in accordance with valid legislations in the Kingdom, as well as the crimes that any other valid legislation considers its proceeds to be subject to money laundering crimes stipulated by the international agreements, to which Jordan adheres. The task of implementing the provisions of this Law is assigned to AML/CTF Unit.

5. Law on Securing Access to Information (LSATI) No. 47 / 2007

This Law states that, " Every Jordanian has the right to obtain the information he/she requires in accordance with the provisions of this Law, if he/she has a lawful interest or

a legitimate reason therefor”, It also obligates officials “to facilitate access to information and guarantee the disclosure thereof without delay and in the manner stipulated in the present Law.

The LSATI identifies several exceptions, which allow officials to withhold information such as documents classified as secret or protected or related to national defense or State security.

6. Financial Disclosure Law No. 54 / 2006

The Law stipulates that senior government officials must submit their financial statements as well as those of their spouses and underage children prior to assuming their duties.

The Law also includes heads and members of tender and procurement committees in government departments, municipalities, holders of any post which Cabinet decides to be governed by this Law, as well as Chairpersons of any company in which the government holds more than 50% of the shares.

The Law regarded illicit enrichment as any property, movable or immovable, interest right to an interest, gained by any person subject to this law, for him/herself or others because of investing his/her position or capacity; and if there is a sudden increase in his/her property or his/her minor children’s property after assuming such position or capacity that is not commensurate with his/her resources; and if she/he fails to demonstrate a legitimate source of such increase, it shall be regarded as resulting from investing his position or capacity.”

7. Joran Ombudsman Bureau (JOB) Law No. 11 of 2008

JOB Law grants any party harmed by any of the Public Administration decisions measures, practices or omission thereof, the right to file a complaint against the concerned Public Administration before the bureau.

The Law obliges the JOB President after concluding his procedures and finds out that the Public Administration decisions, procedures or omission thereof include violation of law, injustice, abuse or inequality based on illegal instructions, unfair procedures negligence, default or error, to write a detailed report of the issue and send it to the concerned Public Administration. JOB president is entitled to make recommendations which he deems appropriate regarding the subject of the complaint.

3.2 Anti- Corruption Regulatory Framework

3.2.1 Jordan Anti - Corruption Commission (JACC)

JACC is responsible for education and raising awareness on corruption, its risks and impacts as well as taking the necessary measures to prevent corruption. The commission has the power to investigate corruption cases and prosecuting its perpetrators. Responsibilities and powers granted to the JACC are in line with the requirements of the (UNCAC).

3.2.2 Judiciary

The judiciary plays a significant role in the fight against corruption as all cases investigated by the JACC are referred to it. Upon conclusion of investigations by the commission investigators in their capacity as judiciary police, the case files are presented before JACC Board who decides either to archive the file due to the lack of corruption suspicion or refer it to the prosecutors seconded to the commission. The Public Prosecution carries out its role in investigation, rendering non-trial decisions accusations or indictments against the accused of corruption who are referred to the competent courts. Therefore, the judiciary has a pivotal role in the fight against corruption during the investigation, evidence collection and trial phases. According to the recent constitutional amendments, the judicial authority is considered financially and administratively independent.

3.2.3 Relevant Institutions

There are other institutions concerned with the fight against corruption each according to its respective mandates, namely:

1. Public Security Directorate (PSD)

Article 4 of (PSD) Law No. 38 of 1965, as amended, specifies the main duties of the directorate, including preservation of order and security, protection of lives, honor and properties, prevention and investigation of crimes, arrest perpetrators and bring them to justice. PSD is also responsible for managing prisons, guarding prisoners, in addition to

implementing laws, regulations and assisting state authorities to perform their duties in accordance with the provisions of the law.

2. Jordan Customs Department (JCD)

Article 4 of (JCD) Law No. 20 of 1998 provides that every commodity which passes customs line upon entry or exit shall be subject to the provisions of this Law. JCD officers authorized of implementing this law and for the purpose of combating smuggling are entitled to inspect goods, means of transportation and search people in accordance with the provisions of this Law and the other laws in force. JCD staff enjoys the judicial police capacity to enable them carry out their duties as defined by the Law.

3. Income and Sales Tax Department (ISTD)

The ISTD aims at boosting the state treasury with revenues by collecting income and sales tax. It also controls the process of taxation, verification of collecting taxes efficiently and effectively, following up relevant procedures by raising tax awareness among taxpayers with their rights and duties, as well as reducing tax evasion through the Anti-Tax Evasion Directorate.

4. The Central Bank of Jordan (CBJ)

Article 4 of the CBJ Law No. 23 of 1971 states that the goals of the bank shall be to maintain monetary stability, ensure the convertibility of the Jordanian Dinar, and promote sustained economic growth in the Kingdom, in accordance with the general economic policy of the government.

To reach these goals, CBJ issues and regulates notes and coins, maintains and manages gold and foreign exchange reserve, regulates the quality, quantity and cost of credit to meet to the requirements of economic growth and monetary stability.

The Bank also adopts appropriate measures to address the local economic and financial problems, acts as a banker to the licensed banks and specialized credit institutions and supervises them to ensure the soundness of their financial positions and the protection of the rights of depositors and shareholders.

CBJ also serves as a banker and fiscal agent to the Government and public entities providing advice on the formulation and implementation of its financial and economic policy.

5. Anti-Money Laundering and Counter Terrorism Financing Unit (AML/CTF)

The Unit is responsible for receiving the notifications on any transaction suspected to be related to money laundering or terrorist financing and requesting related information analyzing and investigating, as well as providing the competent authorities with such information, when needed, for the purposes of anti- money laundering and counter terrorism financing.

If there is information about a suspected act of money laundering or terrorism financing this Unit will prepare a report attached with information, data and documents. The head of the Unit refers the case to the competent Public Prosecutor for investigation. The Public Prosecutor, at the request of the Head of the Unit, may seize or track the funds of the suspected operation.

Once sufficient information is available concerning a transaction suspected of money laundering or terrorism financing, the Unit prepares a report with all information, data documents, which will be submitted by the President of the AML/CTF to the competent Prosecutor General for investigation. The Prosecutor General has the right to seize or trace the money subject of the suspicious transaction, if the President of the unit request that.

6. Jordan Securities Commission (JSC)

Article 8 of the Provisional JSC Law No. (76) of 2002 states that commission aims at protecting investors in securities, regulating and developing capital market to ensure fairness, efficiency and transparency as well as protecting the capital market from any potential risks.

To reach these goals, JSC regulates and monitors the issuance and trading of securities ensures full disclosure by issuers of securities and provides investors with the disclosed information promptly.

JSC also regulates licensing and registration, monitor the activities of licensed and registered persons as well as monitoring and regulating the Amman Stock Exchange and mutual funds and investment companies in securities.

7. Jordan Ombudsman Bureau (JOB)

JOB undertakes investigating incoming complaints related to any public administration or its employees decision, procedure or omission thereof include violation of law injustice, abuse or inequality. It issues recommendations for simplifying administrative procedures to enable citizens benefit from the services provided by the public administration effectively and conveniently.

8. Audit Bureau

Article 3 of the Audit Bureau Law No. 28 of 1952 states that the bureau is responsible for auditing the revenues and expenditures of the state, ways of its spending, in addition to auditing the deposits, advances, loans settlements, and warehouses.

It is also responsible for auditing public money to insure that it has been expended in a sound, legal, and effective manner, insuring the compliance with the applied environmental legislations and insuring that the administrative decisions and procedures made by the entities falling under the supervision of the Bureau are being made in accordance with the applied rules. The Bureau also provides advice in the fields for the entities falling under its jurisdiction.

9. Companies Control Department (CCD)

Article 8 of the CCD Law No. 22 of 1997 indicates that all companies shall be subject to the provisions and conditions stated in this Law in line with the circumstances of the agreements and contracts under which they were established and their Memorandums of Association.

The Minister and Controller may take actions they deem appropriate for monitoring and verifying the compliance of companies with the provisions laws, contracts regulations, and decisions Legal and financial controls of companies are the most prominent tasks entrusted to the CCD.

3.3 National Policies related to fighting Corruption

3.3.1 National Agenda (2006 - 2015)

The initiatives included in the National Agenda reflect a clear vision of a set of mechanisms to achieve the following objectives:

- Build trust between public institutions and citizens by adopting the principles of transparency, good governance and accountability.

- Strengthen the principles of social justice and equal opportunities.
- Guarantee the rule of law and independence of the judiciary..
- Increasing public participation in the decision-making process and promoting the role of civil society institutions.

3.3.2 The Jordan First Document

The Jordan First Document illustrates a number of challenges face the government and suggesting procedures to address such challenges. The Document aimed at addressing weaknesses in the relations between individuals and institutions, consolidating the principles of accountability, transparency and equal opportunities and considering these principles as permanent guide to be observed by officials. the proposed measures include the following:

- The commitment of the government to systematically implement the values and principles of social justice, equality and the rule of law and developing civil service notion as a basis for citizen-employee relationship within the framework of transparency and accountability.
- To ensure free flow of information from the government to the competent control authorities and the media.

3.3.3 The “We Are All Jordan” Document

The “We Are All Jordan” Document includes a set of measures aimed at enhancing integrity and fighting corruption. These measures include consolidating the state of law and institutions, promoting the principle of social justice, equal opportunities transparency, and continuing efforts geared towards applying regulatory and control standards, and principles of good governance in various financial institutions and companies.

3.3.4 Jordan National Anti- Corruption Strategy (2008 -2012)

The National Anti-Corruption Strategy 2008-2012 consists of the following objectives:

1. Strengthening the capacity of the JACC.
2. Education, training and public awareness.
3. Prevention of corruption.
4. Law enforcement.
5. Coordinating anti-corruption efforts.
6. International cooperation.

3.4 Results of Anti-Corruption System Analysis and Risk Assessment

3.4.1 Results of Anti-Corruption System Analysis

Analyzing the results of anti-corruption system presented a number of recommendations that must be implemented to prevent and combat corruption, including:

- Implementation of anti-corruption legislation related to prevention and fight against corruption. Reconsidering some laws to increase penalties to prevent malpractices; such as the CCD Law, and the JSC Law, to increase the fines imposed on violations of financial impact, especially those arising from the violation of Article 148 of the CCD Law. Activating the provisions related to the civil liability of the chairman and boards of directors of public shareholding companies, tightening penalties on non-disclosure of data in terms of content or timing, and enacting Illicit Enrichment Act.
- Developing and enhancing the performance of regulatory bodies and concerned authorities to improve transparency and disclosure of information in public and private institutions.
- Building trust among citizens and state institutions, and adopting the principles of accountability, transparency and good governance. The implementation of such requirements has started through several mechanisms, including activating the Code of Ethics for public sector employees, reviewing, evaluating, and developing legislations and procedures related to public sector institutions to consolidate preventing and combating corruption, as well as participating the private sector and civil society in anti-corruption efforts.
- Coordinating among agencies responsible for initial investigation of corruption cases which could lead to overlapping powers among these agencies, before referring cases to the public prosecution, reducing distracting efforts, and affecting planning corruption cases. Detecting corruption crimes, investigating with its perpetrators, and bringing them to the competent courts and consequently convicting, which can provide useful information for measures of prevention and raising awareness on anti-corruption efforts.

3.4.2 Results of Risk Assessment

Assessment of corruption risks in Jordan identified a number of reasons behind this phenomenon, including:

- Inefficient anti-corruption measures caused by the spread of Nepotism “Wasata” and tolerant attitude of the society towards this phenomenon.
- Drop of Jordan’s rank on CPI.
- Inefficient asset recovery measures which enabled perpetrators of corruption acts to benefit financially from corruption, which consequently encouraged more wrongdoers to commit other types of crimes.
- Inefficient information exchange between public and private sector weakens asset recovery and affects investigation of corruption.
- Inefficient international cooperation at the operational level weakens asset recovery and investigation of corruption as a whole.

3.4.3 Efficiency of Investigation, Prevention and Awareness Raising Mechanisms

- Poor implementation of the JNACS (2008-2012) and the activities drawn in its Action Plan since they include objectives and measures beyond the capacity and control of the JACC.
- Lack of accurate information about the nature, extent and impacts of corruption which negatively affects the people trust in the seriousness of anti-corruption efforts.
- Lack of awareness of the representatives of the public and private sector and NGOs of the concept and procedures for combating corruption which led to ineffective anti-corruption system.
- Poor implementation of legislations and control mechanisms has negatively affected the anti-corruption system.
- Lack of coordination and cooperation between public and private sector institutions and the NGOs with regards to preventing and fighting corruption and raising awareness on corruption.
- Loss of credibility of the JACC in addressing corruption due to misconception that the commission alone is responsible for preventing and fighting corruption.
- Insufficient human, technical and other resources at the JACC especially after its incorporation with the Civil Service Law, which reduced its ability to respond efficiently and effectively to the increasing demand to its services.

- Limited concern with the most vulnerable sectors for corruption weakens prevention of corruption.
- Lack of mechanism for national, regular and analytical reports on corruption cases which weakens the credibility of law enforcement authorities.
- Lack of support to the performance planning procedures of government institutions weakens the measures to prevent and fight corruption.
- Overlapping mandates and inefficient means for cooperation, coordination and information exchange between the relevant authorities weaken strategic and operational decision making regarding the anti-corruption system.
- Inefficient operational, technical and tactical methods of law enforcement agencies and the judiciary which do not support the idea of a common and effective mechanism to corruption investigation.
- Inefficient asset recovery and investigation of corruption crimes weakening the credibility of the law enforcement authorities.
- The failure to implement the legal framework of anti-corruption efficiently completely which is weakening the function of prevention and investigation of corruption cases.
- The anti-corruption legal framework is not fully in line with the international standards which weakens the function of prevention and investigation of corruption.

3.5 Handling Measures of Identified Risks

The strategic objectives and proposed measures for addressing identified risks are tools for changing the probability of risk occurrence and overcoming or neutralizing impacts. Meanwhile, the Action Plan is a road map that includes a list of actions to be implemented in order to reach the vision through the identified objectives.

4. The National Anti-Corruption Strategy (2013-2017)

4.1 Strategic Objectives

1. Raise Awareness and Education on Corruption and Anti -Corruption Efforts

Corruption has negative impacts on the national economy and the investment environment in Jordan. Government agencies, the private sector and the NGOs are

primarily responsible for raising awareness on the various forms and negative impact of corruption. These entities are also responsible for providing correct and accurate information to citizens about the extent of the procedures, policies and legislations adopted to address this phenomenon.

2. Strengthen the Prevention of Corruption

Corruption prevention efforts require consolidating the principles of integrity and good governance, enhancing internal control, developing and implementing codes of conduct in the public sector institutions. All must be achieved through development of efficient and effective legislations, policies and operational procedures. The responsibility for the prevention of corruption also rests on the private sector and NGOs either in practice or in monitoring the commitment of the public sector institutions.

3. Strengthen the Capacity of the JACC

The (JACC) holds the responsibility of raising public awareness on corruption, taking necessary measures to prevent this phenomenon, investigating cases of corruption and prosecuting its perpetrators. The Commission has a very important mandate to prosecute the corrupted people and bring them to court. This requires possession of human and technical resources, efficient and transparent working processes, and functional mechanisms for cooperation and coordination with the public and private sector institutions as well as the NGOs.

4. Promote Active Participation of Society Members in Anti-Corruption and Integrity Enhancement Activities

Corruption jeopardizes citizens' fundamental rights, and business activities. The fight against corruption requires establishment of an effective functional anti-corruption system that focuses on promoting community involvement in preventing and combating corruption. Thus make individuals, the NGOs and the private sector institutions involved in decision-making process and developing legislation, strategies, policies standards, and procedures designed to safeguard the integrity of the community.

5. Enhance the Efficiency of Investigation and Prosecution in Corruption Cases

There are many authorities responsible for the investigation of corruption. The legal framework constituting their mandates and roles in fighting corruption are not clear to the public. Thus, it is important to organize cooperation, exchange of information and coordination of activities between law enforcement, judiciary and other relevant public entities. It is also important to ensure that the personnel of these institutions have abilities and skills needed for maintaining the efficiency of the anti-corruption system.

6. Enhance International Cooperation in Anti - Corruption field

Anti-corruption efforts require efficient and effective international cooperation to prevent and combat corruption crimes and its proceeds. It is therefore important for Jordan to keep its participation in the regional and international efforts under anti corruption international conventions and organizations. This includes cooperation and information exchange in joint investigation of corruption cases and asset recovery. In addition, the responsibility for investigating crimes of corruption requires a clear mechanism for mutual legal assistance and international exchange of information.

7. Develop National Legislations to Comply with Anti-Corruption International Standards and Requirements and Ensure Efficient Implementation

Anti-corruption legal framework in Jordan complies to a great extent with international standards. However, a various number of relevant legislations have to be revised to identify gaps and make the necessary amendments to ensure compliance with the international requirements and standards.

4.2 Implement the Strategy, monitor and follow up the process of implementation

The Government of Jordan will establish a Higher Committee for the Implementation of the JNACS. The committee includes relevant government Institutions, NGOs and Private Sector representatives.

The establishment of the committee aims at boosting the overall coordination between relevant institutions in fighting corruption. The Higher Committee will have the following tasks:

1. Monitor the implementation of the (JNACS) and its Action Plan.
2. Prepare assessment reports for the government on the implementation of the (JNACS), its Action Plan and on the anti-corruption system as a whole.

The process of reviewing, adopting, implementing and monitoring of the JANCS is a continuous one and must be transparent and based on regular reporting by the institutions who are the members of the Higher Committee. Results will be evaluated based on the objectives, timetables and key performance indicators identified in the Action Plan.

Responsibilities related to implementing and monitoring the (JANCS) are as follows:

1. The government, ministries and relevant public institutions have to ensure that the responsibility to implement the JANCS and its Action Plan is an integral part of their official duties. Therefore, the implementations of the Strategy objectives and measures of its Action Plan have to be integrated in the annual budget and performance plans of these entities.
2. The responsible ministries and public institutions identified in the Action Plan are responsible for the implementation of the actions as an integral part of their official duties. The ministries and public institutions assigned for the implementation of the individual actions of the Action Plan have to report at least on quarterly basis (4 times within a calendar year) about the results of the implementation process to the Higher Committee which will decide the exact reporting date and the approved formats.
3. The supervisory authorities are responsible for the implementation of the actions of the Action Plan that have to be implemented by those natural and legal persons that are under their supervision. The supervision of the implementation process will be an integral part of the official duties of the supervisory authorities and they have to prepare quarterly reports about the results of the private sector implementation process to the Higher Committee which will decide the exact reporting date and approved formats.
4. The Higher Committee for the Implementation of the JNACS has to prepare quarterly reports about the results of the implementation process of the strategy and action plan to the Government who will decide the assigned reporting date.

5. The Higher Committee for the Implementation of the JNACS will submit a progress report on the implementation of the Strategy and Action Plan and other anti-corruption initiatives to the Government.
6. The Government bears full responsibility for the implementation and monitoring of the implementation process of the JNACS (2013-2017) and its Action Plan. The Government's primary responsibility is to assess, based on the progress reports of the Higher Committee for the Implementation whether the implementation of the Strategy and its Action Plan takes into account the objectives identified in the Strategy and the achievement of these objectives. It also has to evaluate achieved results and define whether the responsible ministries and public institutions need support to ensure efficient implementation of the JNACS and its Action Plan.

4.3 Sectors of Priority

The JNACS(2013-2017) pays great attention to preventing corruption before it occurs through revising legislation and procedures in various sectors and identifying the gaps for corruption penetration. These sectors are as follows:

4.3.1 Mining Sector

The JACC gives the Mining Sector the priority in its strategy, where it examines the feasibility and transparency of procedures for granting mining licenses, the revenue generated by the Treasury from this sector, whether from the fees levied on mining licenses or income and sales tax, or any other issues related to this sector.

4.3.2 Income and Sales Taxes Sector

The income and sales tax sector is one of the most important sectors that provide financial resources to the State Treasury. Therefore, this sector has to be carefully considered both in terms of tax rates imposed on productive sectors and its impact on local and foreign investments, and the causes of tax evasion which must be addressed to increase the efficiency of tax collection.

4.3.3 Lands Sector

Work procedures in the land sector proved to have many obstacles in the mechanisms of land appraisal and assessment of duties and taxes due to the Treasury, including fees of sale of immovable property, property tax (Musaqqafat and Marrif) which depend on the

value of the appraised property. A big variation was detected in the appraisal value conducted in the same area and at the same time so that Department of Land and Survey has to conduct reappraisal after the sale takes place and makes claims to the parties after assignment. Examination revealed significant problems related to irrevocable powers of attorneys, namely forgery, which indicates that there are a considerable number of corruption cases in this sector that has to be examined.

4.3.4 Local Councils Sector

The JACC has dealt with several cases of corruption in local councils, whether in Greater Amman Municipality or in other municipalities. Therefore, commission should give this sector as a high priority in its preventive studies.

4.3.5 Health Sector and Changing Orders of Public Procurements

Completing monitoring the results of study on priority sectors conducted in previous years, including the health sector procurement of medicines, medical equipment and supplies as well as completing the study of changing orders in tenders of public works.



5. Action Plan for the Implementation of the National Anti - Corruption Strategy of Jordan (2013 - 2017)

Strategic Objective 1: Raise Awareness and Education on Corruption and Anti-Corruption Efforts

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
1.1 Prepare a mechanism to issue regular reports on corruption.	JACC, Universities, public and private sector entities.	Medium-term	- Issue regular reports on corruption.
1.2 Develop and implement integrity, transparency and anti - corruption awareness activities in schools and universities.	JACC, MOE, Universities, National Training and NGOs.	Medium-term	- Planning for activities in (2013) - Implementation of activities in (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, municipalities and GAM.	Medium-term	- Holding 15 training courses per year.
1.4 Develop cooperation mechanism between the JACC and media outlet to raise public awareness.	JACC and the media outlet.	Short-term	- Developing a mechanism for cooperation with the media.
1.5 Developing an e- knowledge portal on corruption.	JACC.	Medium-term	- Developing an electronic public awareness gate on corruption.

Strategic Objective 2: Strengthen the Prevention of Corruption

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
2.1 Develop a mechanism for corruption risk assessment.	JACC.	Short-term	- Developing a mechanism for conducting comprehensive Risk Assessments on Corruption.
2.2 Implement a comprehensive risk assessment for sectors most vulnerable to corruption.	JACC, public and private sector institutions and NGOs.	Short and medium-term	- Conducting 10 risk assessments a 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. - Enhance the efficiency of internal control units.
2.4 Enhance the implementation of the Code of Conduct in the public sector.	JACC, Ministry of Public Sector Development Ministries, Municipalities, and public institutions.	Medium-term	- Determining the most vulnerable institutions. - A plan to implement the Code of Conduct in ministries & public sector.

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
2.5 Develop and implement training programs on integrity and transparency in most vulnerable sectors.	JACC and relevant institutions.	Medium-term	<ul style="list-style-type: none"> - Determining the most vulnerable institutions. - Developing a plan for Implementation of training course on integrity and transparency (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 relevant public institutions.	Medium-term	<ul style="list-style-type: none"> - Review process in 15 institutions per year.
2.7 Developing procedures of providing services to the public.	Ministry of Public Sector Development, JACC and relevant institutions.	Medium-term	<ul style="list-style-type: none"> - Ensure publicize procedures for providing the service in all institutions and municipalities.
2.8 Activate performance control in ministries, and public department.	Audit Bureau and JACC.	Medium-term	<ul style="list-style-type: none"> - Review and assessment of performance of public institutions.
2.9 Develop a code of ethics for private sector.	Chambers of commerce and industry, businessmen associations and JACC.	Medium-term	<ul style="list-style-type: none"> - Developing a code of ethics for private sector.
2.10 Activate corporate governance in the private sector.	Corporate control Department and JACC.	Medium-term	<ul style="list-style-type: none"> - Implementation of corporate governance principles in the private sectors.

Strategic Objective 3: Strengthening the Capacity Building of Jordan Anti-Corruption Commission

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
3.1 Establish a standardized process for the preparation of JACC's budget and performance plan.	JACC	Medium-term	- Developing a standardized process for the preparation of the budget and performance plan for (2013).
3.2 Ensure qualified personnel and technical capacity for the JACC through human resource planning.	JACC	Medium-term	- Human resources plan (2013-2014).
3.3 Develop JACC's organizational structure.	JACC	Medium-term	- Organizational structure (2013-2014).
3.4 Establish a separate witness protection unit at the JACC and adopt regulations to protect informants, and experts in corruption cases witnesses and whistleblowers.	JACC	Medium-term	- Witness Protection Unit (2013-2014). - Issuing by-law for the protection of informants, witnesses, whistleblowers and experts.
3.5 Establish a separate Asset Recovery Unit at the JACC to enhance tracing the proceeds of corruption crimes and experts in corruption cases.	JACC	Medium-term	- Establishing a separate Asset recovery Unit (2015-2017).



Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
3.6 Establish Standard Operating Procedures(SOP) for handling complaints and planning of Investigations.	JACC	Medium-term	- (SOP) for handling complaints and planning of investigations (2015-2016).
3.7 Establish IT based Case Management System for the JACC.	JACC	Medium-term	- Establishing IT based Case Management System (2015-2017).
3.8 Develop an intelligence information guide for the JACC.	JACC	Medium-term	- Developing a guide to collect information (2015-2017).

Strategic Objective 4: Promote Integrity and Active Participation of Society in Anti - Corruption Activities

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
4.1 Establish a Higher Committee for the Implementation of the JNACS consisting of high-level representatives of public, private and third sector.	Higher Committee for the Implementation of the JNACS consisting of high-level representatives of public, private and third sector.	Short-term	- Re-formulating the higher Committee for the Implementation of the JNACS (2013-2014).
4.2 Promote the participation of all sectors in implementation of JNACS.	JACC, and JNACS Implementation Committee.	Short/Mid/Long	- Active involvement by the various sectors of the community in drafting and implementing the JNACS and monitoring implementation (2013-2017).
4.3 Implement, evaluate and revise the Anti-Corruption training programme established by the JACC with the Twinning Project.	JACC and the committee.	Short, and medium-term	- Participation of all sectors in formulating and implementing of the JNACS.
4.4.Cooperation with chambers of commerce and the NGO's in identifying means of boosting awareness raising plans and procedures by enhancing their capacity through training and identifying suitable target groups for their awareness raising.	Chambers of commerce, NGOs, and the JACC.	Medium-term	- Specify the target groups for awareness raising. - organizing training courses for Chamber of Commerce and NGOs - organizing training courses by Chamber of Commerce and NGOs (2015-2017).



Strategic Objective 5. Strengthening the Efficiency of Investigation and Court Proceedings of Corruption Cases

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
5.1 Establish a Joint Intelligence Task Force and common standards for the intelligence process.	Public Security Directorate, Public Prosecutors Office, JACC, other relevant departments and institutions.	Mid	<ul style="list-style-type: none"> - Establishing a Joint Intelligence Task Force in 2015 - Establishing common standards for the intelligence process in 2013.
5.2 Preparing standard work procedures to identify of serious crimes .	Public Security Directorate, Public Prosecutors Office, JACC and other relevant authorities.	Mid	<ul style="list-style-type: none"> - Establishing a standard operational procedure for identifying serious crimes in 2013.
5.3 Establish a standardized procedure for establishment multiagency investigation teams.	Public Security Directorate, Public Prosecutors Office, JACC and other relevant authorities.	Mid	<ul style="list-style-type: none"> - Establishing a standardized procedure for establishment of multiagency investigation teams in 2013.
5.4 Establish transparent and reliable key performance indicators to enhance and measure the efficiency of the investigations of the corruption crimes.	Public Security Directorate, Public Prosecutors Office, JACC and other relevant authorities.	Mid	<ul style="list-style-type: none"> - Establishing transparent and reliable key performance indicators to enhance and measure the efficiency of the investigations of the corruption crimes (2013-2014).

Strategic Objective 6: Enhance International Cooperation in Anti-Corruption Field

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
6.1 prepare a standardized procedure 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, Public Security Directorate and Public Prosecutor's Office.	Medium-term	- Standardized procedure for the mutual legal assistance and exchange of criminal information (2013-2014) .
6.2 Enhance the work of the Arab-Anti-corruption and Integrity Network (ACINET) to support implementation of the UNCAC and enhance international cooperation by a detailed anti -corruption work plan.	The Higher Committee and the JACC .	Medium-term	- Developing a detailed action plan for ACINET (2013-2014) .

Strategic Objective 7: Develop National Anti - Corruption legislation in Accordance with International Standards to Ensure the Efficiency of Implementation

Action	Authorities in Charge	Deadline Short / Mid / Long	Performance Indicators
7.1 Establish legislation to prevent persons convicted in corruption from government post office or owning and managing companies .	The Government, Ministry of Trade and Industry and CCD.	Medium-term	- Appropriate legislation in place (2015-2017).
7.2 Amend the Penal Code or the JACC Law to criminalize bribery in the private sector to comply with Article 21 of the UNCAC.	JACC, Ministry of Justice, Legislation and Opinion Bureau and the Parliament.	Medium-term	- Amending the Penal Code or the JACC Law to criminalize bribery in the private sector in 2015.
7.3 Empower the JACC to obtain all information regardless of its confidentiality including banking information.	JACC, Ministry of Justice, Legislation and Opinion Bureau, and the Parliament.	Medium-term	- Amending article 17 of the JACC law (2015).
7.4 Review and amend the Financial Disclosure Law to guarantee the JACC's access to information.	Ministry of Justice, JACC, Legislation and Opinion Bureau, and the Parliament.	Medium-term	- Amending the Financial Disclosure Law in 2015.
7.5 Establish a law on mutual legal assistance to enhance mutual legal assistance on corruption offences and asset recovery.	Ministry of Justice, JACC, Legislation and Opinion Bureau and the Parliament.	Medium-term	- Issuing new law for mutual legal assistance and asset recovery.