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الشفافية الدولية - الأردن

معاً للقضاء على الفساد  
TOGETHER TO END CORRUPTION

# The Jordan Compass for Transparency Rasheed for Integrity and Transparency (Transparency International - Jordan) 2018



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[www.rasheedti.org](http://www.rasheedti.org)



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## Rasheed for Integrity and Transparency (Transparency International - Jordan)

Rasheed is the sole national branch in Jordan and officially accredited by Transparency International (TI) - The International Anti-Corruption Alliance. It is a Civil Society, non-governmental institution established in 2013 with the vision "A cohesive Jordan with a national integrity system".

Rasheed aims to bring to the fore the level of integrity and anti-corruption in both the public and private sectors and to enhance the awareness of people from all sectors and walks of life, of the significance of legal and executive transparency for the prevalence of national integrity. This is achieved through ongoing communication and cooperation as well as exchange of expertise with international, regional and national organizations, and through broadening the platform of data and knowledge accessible to citizens.

Transparency International is a movement that leads the fight against all forms of corruption. Since 1993, TI has published a yearly comprehensive assessment study on the Corruption Perception Index in the public sector in various countries. Rasheed, for its part, publishes a yearly report on the status of Jordan and its score on the Index.

## Introduction

One of the key elements necessary for the emergence of a civil state is strengthening the values of transparency and integrity as well as fighting corruption across all sectors of the state. Rasheed's initiative for transparency and integrity (TI-Jordan) has come up with "Jordan Transparency Compass" to reveal the extent of the Government's reference, in its policy statement presented for a vote of confidence, to pledges related to transparency and integrity - with the exception of recommendations related to developing and improving the performance of the Legislative, since the Government holds no power over the Legislative in the following:

1. The Open Government Partnership.
2. Commitments of the 2016 London Anti-Corruption Summit.
3. Recommendations of the Shadow Report on the review of national progress towards Targets 4, 5, 10 of SDG Goal 16 for 2017<sup>1</sup>.
4. The assessment study of the National Integrity System 2016<sup>2</sup>.

## The Compass Objective

Through this Compass, Rasheed aims to point out the issues that the Government failed to refer to in its policy statement presented for a vote of confidence in order for future governments to highlight those issues.

\* Was referred to

\* Was not referred to

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The report was prepared by Rasheed (TI-Jordan) <sup>1</sup>  
The report was prepared by Rasheed (TI-Jordan) <sup>2</sup>

## The Open Government Partnership



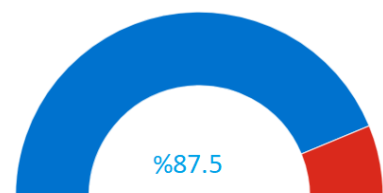
The Open Government Partnership is a multi-party initiative that aims to ensure the serious commitment of governments working to promote transparency, citizens' empowerment, anti-corruption, and the use of technology to improve governance through an action plan that includes voluntary/optional pledges<sup>3</sup>.

Following are the pledges made by Jordan:

Pledges	Government policy statement for vote of confidence
<input checked="" type="checkbox"/> Enhance the legislative framework on the right to information access.	<ul style="list-style-type: none"> <li>➤ Monitor corruption cases and develop legislation and regulations that address the root of the problem and acts on future prevention, such as the Right to Information Access and Illegal Profit, or income derived from illegal activities.</li> </ul>
<input checked="" type="checkbox"/> Enhance the framework that governs freedom of the media.	<ul style="list-style-type: none"> <li>➤ Strengthen the role of the media as the fourth authority and upgrade the performance of media institutions.</li> <li>➤ Gear media away from the concept of "government media" towards "state media" in order to enhance its role towards the service of the nation and citizens, and to exercise oversight, professionally and impartially, on institutions.</li> <li>➤ Make necessary amendments on legislation governing the media sector and the flow of information in order to enhance the media's role in safeguarding society and increasing people's awareness and understanding.</li> </ul>
<input checked="" type="checkbox"/> Upgrade health care services, digitize the sector and enable its connectivity.	<ul style="list-style-type: none"> <li>➤ Upgrade the level of basic services, such as education, health and water conveyance.</li> </ul>

<ul style="list-style-type: none"> <li>☑ Enforce and enhance ways of receiving complaints, follow up and address those complaints in a serious manner, including referral to courts.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Expand digital services aimed at providing e-services to citizens.</li> <li>➤ Provide e-platform to receive citizens' complaints, protect informers who report violations, and who expose reliable information of value to competent authorities, within the framework of national duty. In this respect, no immunity is to be granted to a corrupt person and no character assassination would be practiced.</li> <li>➤ Launch a government platform to enable citizens' communication with government agencies and allow them to interact and express their views, ideas and issues.</li> </ul>
<ul style="list-style-type: none"> <li>☑ Adopt the practice of the disclosure of budgets according to international standards, and enhance transparency and financial disclosure.</li> <li>☑ Develop an interactive observatory to allow citizens to monitor the implementation of government plans as well as progress achieved.</li> <li>☑ Implement a policy of open accessible data.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Commitment to transparency, disclosure, openness and clarity, and provide citizens with accurate information on the amounts of money spent to sustain the various government agencies.</li> <li>➤ Reassess legislation related to integrity and transparency, to include the Illegal Profit Law, Integrity and Transparency Law, "Audit Bureau" law, and the Right to Information Access Law.</li> </ul>
<ul style="list-style-type: none"> <li>☒ Develop transparent and participatory policies related to climate change challenges.</li> </ul>	

Compass Index indicates that 87.5% of the commitments of The Open Government Initiative were referred to (in the policy statement).



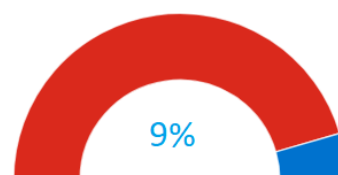
## Pledges of the 2016 London Anti-Corruption Summit

ANTI-CORRUPTION  
SUMMIT LONDON 2016

The first Anti-Corruption Summit convened in May 2016 in London, bringing together world leaders, businesses, and civil society. The summit discussed a number of issues, such as the privacy/ confidentiality of enterprises, governments' transparency, enforcement of international anti-corruption laws and strengthening international organizations. Jordan made the following pledges:

Pledges	Government policy for a vote of confidence
<input checked="" type="checkbox"/> Publish financial statements to disclose information on the beneficiary ownership of enterprises.	➤ Reassess legislation related to the integrity and transparency system to include the right to information access law.
<input checked="" type="checkbox"/> Discover ways for cross-border exchange of information on corrupt individuals who made bids/ offers. <input checked="" type="checkbox"/> Support the establishment of an anti-corruption center under the Organization for Economic Cooperation and Development to support the impact of the OECD's anti-corruption activities. <input checked="" type="checkbox"/> Join the international partnership on Athletic Integrity. <input checked="" type="checkbox"/> Work with countries to exchange information between public - private sector partnerships to ensure effective response to fight international money laundering. <input checked="" type="checkbox"/> Enhance the legislative climate to recover assets through non- conviction based seizure as well as unjustified sources of wealth. <input checked="" type="checkbox"/> Put forward joint principles to regulate the payment of compensations to countries affected by corruption, to ensure that such payments are sound, just and transparent. <input checked="" type="checkbox"/> Work with countries and civil society institutions as well as international organizations to support expediting the execution of voluntary terms and conditions of the UN Convention against Corruption (UNCAC). <input checked="" type="checkbox"/> Review sanctions and other counter measures that curb tax evasion, including enterprises that are passive about their employees' tax evasion practices. <input checked="" type="checkbox"/> Participate in an innovation center to facilitate the transfer and adoption of modern curricula and technology that serve to fight corruption.	

The Compass Index indicates that 9% of the Anti-Corruption Summit were referred to.





## Recommendations of the Shadow Report on the review of national progress towards 2017 SDG 16.4,5,10



Rasheed has prepared the Shadow Report on the review of national progress towards SDG 16.4,5,10 adopted by the United Nations on Justice, Peace and Strong Institutions:



**16.4** Significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime.

**16.5** Substantially reduce corruption and bribery in all their forms.

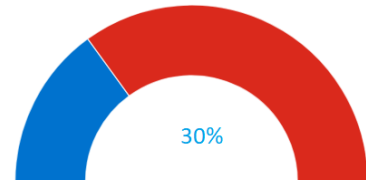
**16.10** Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.

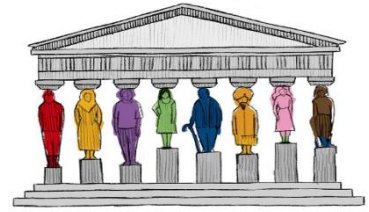
Recommendations	Government policy for a vote of confidence
<p><input checked="" type="checkbox"/> Ensure full compliance with the UNCAC, through amending all relevant legislation.</p>	<ul style="list-style-type: none"> <li>➤ Develop legislative and regulatory system that addresses the root of the problem as well as future preventative measures, such as the right to information access law, and illegal profit law.</li> <li>➤ Follow up on the referral of corruption cases prepared by the Integrity and Anti-Corruption Commission to the Public Prosecution, and to reassess legislation related to integrity and transparency, to include the illegal profit law, integrity and anti-corruption law, Audit Bureau law, and right to information access law.</li> <li>➤ No direct reference was made to the UNCAC, but the aforementioned was included.</li> </ul>
<p><input checked="" type="checkbox"/> Enhance public sector transparency through introducing relevant legislation that includes provisions on the regular disclosure and</p>	<ul style="list-style-type: none"> <li>➤ Endorse two codes of ethics, for ministers and for civil servants to ensure good performance and concern for the public interest.</li> </ul>

<p>publishing of information contained in financial statements.</p>	<ul style="list-style-type: none"> <li>➤ Develop legislation and regulations that address the root of the problem as well as future preventative measures, such as the right to information access law, and illegal profit law.</li> <li>➤ Reassess legislation related to integrity and transparency, to include the illegal profit law, integrity and transparency law, Audit Bureau law, and the right to information law.</li> </ul>
<p><input checked="" type="checkbox"/> Adopt legislation that ensures the financial, administrative and political independence of oversight, monitoring and enforcement agencies, such as the media, Audit Bureau, Political Parties Affairs Committee, Information Council and law enforcement agencies.</p>	<ul style="list-style-type: none"> <li>➤ Strengthen financial and administrative oversight institutions and empower them with additional oversight powers and immunity in order to fulfill their duties to the best of their ability. We shall revisit the Audit Bureau Law and the Integrity and Anti-Corruption Commission Law for this purpose.</li> <li>➤ Reassess legislation related to integrity and transparency, to include illegal profit law, integrity and transparency law, Audit Bureau law, and the right to information access law.</li> </ul>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Ensure updated data related to combating corruption and promoting transparency, incorporate such data in ministries' published annual reports, and make this data available and accessible to the public in a timely manner.</li> <li><input checked="" type="checkbox"/> Enhance private sector transparency through ensuring public access to information on beneficial ownership, and encourage enterprises to publish their annual statements as well as other related information, in addition to enforcing stricter sanctions on non-disclosure of the type of information required under the law.</li> <li><input checked="" type="checkbox"/> Broaden the description of politicians and persons at risk, listed in the anti-money laundering and combating financing of terrorism legislation, to include local public officials.</li> <li><input checked="" type="checkbox"/> Consider forming a permanent parliamentary commission on security and defense, and amend related legislation to increase parliament's accessibility to information pertaining to security agencies and security personnel.</li> <li><input checked="" type="checkbox"/> Review the Electronic Crimes Law and Anti-terrorism Law for 2006 to ensure that no restrictions are imposed on the right to information; abstain from detaining journalists without legal grounds.</li> </ul>	

- ❑ Amend relevant legislation to include the protection of informers who report violations, and who disclose information publicly or to a third party, if necessary.
- ❑ Consider amending the right to information law, to include mandatory provisions that allow the disclosure of information when information is in the overall public interest, even if it were at the harm of a protected interest.

The Compass Index indicates that 30% of the Shadow Report recommendations were referred to.





## Assessment Study of the National Integrity System for 2016

In 2016, Rasheed prepared an assessment study of the ability of the state's key agencies to combat corruption and enhance transparency, accountability and governance in 13 of the state's pillars (the three branches of Government, public and private sectors, oversight agencies, law enforcement agencies, the Independent Election Commission, the Integrity and Anti-Corruption Commission, political parties, media, civil society, and Ombudsman - the latter is now under the mandate of the Integrity and Anti-Corruption Commission).

The study reveals the foremost challenges facing the national integrity system in Jordan, and presents a number of recommendations to the national integrity pillars in question. The recommendations reflect positively on the relevant institutions' roles and efforts in combating corruption and enforcing the values of integrity and transparency. Following are the recommendations presented to each of the 13 pillars:

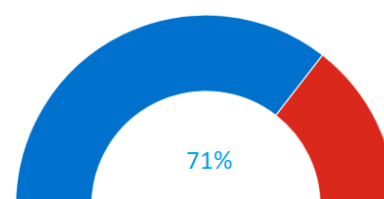
### 1. The Executive Branch

Recommendations	Government policy statement for a vote of confidence
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Adopt the principle of "declaration of government budgets".</li> <li><input checked="" type="checkbox"/> Keep the public and parliament informed about the economic administration and about government measures to address public debt.</li> <li><input checked="" type="checkbox"/> Prepare a results - based budget and make predictions on clear outlines and according to national priorities.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Commit to the practice of "transparency, declaration, openness and clarity" and keep citizens informed about the amount of money spent to sustain government agencies and the actual aspects of expenditure.</li> <li>➤ Hold regular meetings with parliamentary committees and blocs to discuss key issues and enable Parliament to fulfill its oversight and legislative duties, empower citizens to get access to accurate information and to convey their views as well as to hold service providers accountable in line with citizens' constitutional rights.</li> </ul>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> A comprehensive review of the state's independent units and their</li> </ul>	<ul style="list-style-type: none"> <li>➤ Conduct an impartial evaluation of the structure of ministries and public institutions to decrease bloating and</li> </ul>

<p>scope of work, and identify impartial criteria for merges and restructuring.</p> <p><input checked="" type="checkbox"/> Benchmark financial systems, transfers, travel and incentives, among other public expenditure, using a standardized method.</p>	<p>increase efficiency, and empower cabinet ministers with the required jurisdiction.</p> <ul style="list-style-type: none"> <li>➤ Adopt two codes of conduct, for ministers and for civil servants, to guarantee good performance and concern for public interests.</li> <li>➤ Launch a comprehensive study to merge ministries, public departments and independent agencies to decrease bloating, and control expenditure.</li> <li>➤ Empower cabinet ministers with the required jurisdiction to improve the work environment, train the staff, re-engineer and simplify procedures and take the necessary actions to curb waste in spending.</li> </ul>
<p><input checked="" type="checkbox"/> Adopt national plans and programs that enhance the rule of law and good governance.</p>	<ul style="list-style-type: none"> <li>➤ Accord due importance to existing corruption and to the rule of law through close follow up on corruption cases, develop legislations and regulations that address the root of the problem and provide future preventative measures.</li> <li>➤ Reassess legislations related to integrity and transparency, illegal profit law, integrity and Anti-Corruption Law, Audit Bureau Law and right to information access law).</li> <li>➤ Provide an electronic platform to receive citizens' complaints, and protect informers who report violations.</li> <li>➤ Draw detailed plans that translate the government's policy statement according to deadlines and clear indicators in order to enable the Legislative to duly fulfill its oversight role in line with the constitution.</li> </ul>
<p><input checked="" type="checkbox"/> Modernize and develop the Civil Service system to stay abreast with developments in public service, and</p>	<ul style="list-style-type: none"> <li>➤ Look into amending the Civil Service system, and submit proposals and recommendations that contribute to human resources development, a</li> </ul>

<p>benchmark institutional references on recruitment.</p>	<p>better public sector performance and the evaluation of employees' performance.</p>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Assess e- Government methodology and philosophy, and the objectives of digitized public services in line with best international practices.</li> <li><input checked="" type="checkbox"/> Review all components of the educational system, identify areas of potential improvements in facilities, curricula and in the entire academic sector.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establish a government electronic platform to allow the public to interact and communicate with the Government, and to express their views and issues.</li> <li>➤ Expand electronic services offered to citizens.</li> <li>➤ Provide a safe environment in schools and incentivize teachers, offer qualitative education that stays abreast with technology and information advancement, whereby the focus is shifted from "teaching" to "learning" and where the student is the center of the educational process and is able to acquire critical thinking and problem solving skills. This requires an overall system development, including the school environment, student, teacher and curricula based on the national strategy for human resources development, coupled with vocational training expansion.</li> </ul>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Make use of learnt lessons in policies and privatization processes, incorporate those lessons into future economic and social policies through financial and economic reform plans and policies as well as the means of implementing them.</li> <li><input checked="" type="checkbox"/> A general review of the Financial Declaration law to enforce terms and conditions that make disclosure of financial statements mandatory.</li> <li><input checked="" type="checkbox"/> Adopt a standardized procurement system across all agencies that spend public money, according to set principles and clear financial ceilings.</li> <li><input checked="" type="checkbox"/> Impose effective oversight on developmental projects.</li> <li><input checked="" type="checkbox"/> Develop a manual or the terms of reference for the progress and set priorities of the legislative process.</li> </ul>	

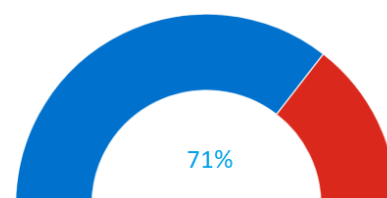
The Compass Index showed that 71% of recommendations concerning the Executive Branch were referred to.



## 2. The Judiciary

Recommendations	Government policy statement for a vote of confidence
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Ensure the financial and administrative independence of the Judiciary.</li> <li><input checked="" type="checkbox"/> Review the regulations and instructions related to the financial incentives of judges with a constant view to inflation.</li> <li><input checked="" type="checkbox"/> Provide courts and judges with adequate human and technical resources to facilitate and expedite decision making.</li> <li><input checked="" type="checkbox"/> Rehabilitate courts infrastructure to ensure easy access in accordance with international standards.</li> <li><input checked="" type="checkbox"/> Adopt and develop capacity building schemes on modern developments for judges.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Provide the Judiciary and its affiliated bodies with a modern institutional environment, continue to update and advance legislation, improve courts administrative procedures and develop the courts' infrastructure.</li> </ul>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Complete the construction of Justice Palaces across all governorates and geographical areas.</li> <li><input checked="" type="checkbox"/> Minimize the burden as well as the monthly and daily turnover for judges.</li> </ul>	

The Compass Index showed that 71% of recommendations pertaining to the judiciary were referred to.



## 3. The Public Sector

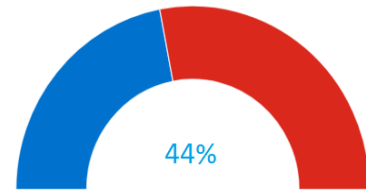
Recommendations	Government policy statement for a vote of confidence
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Activate the code of conduct and the values pertaining to civil service, integrity and transparency in the provision of services.</li> <li><input checked="" type="checkbox"/> Enforce the principles of transparency and equal opportunities in jobs outside the scope of the Civil Service Bureau and abolish exceptional supremacy in recruitment.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Adopt two codes of conduct, for ministers and for employees, to ensure good performance and concern for the public interest.</li> <li>➤ Look into amending the Civil Service system, and submit proposals and recommendations that contribute to human resources development, a better public sector performance and</li> </ul>

	the evaluation of employees' performance.
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Mainstream the use of digital programs and link all institutions across all governorates electronically.</li> <li><input checked="" type="checkbox"/> Allocate financial resources to services on sound and impartial grounds that take into consideration local needs and national priorities.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Complete various e- Government services and improve their quality to increase citizens' reliance on modern technologies, save people time, effort and expenses, minimize red tape in public services and continue to gradually advance the concept of e- Government.</li> <li>➤ Provide a safe school environment, incentivize teachers and offer qualitative education that stays abreast with technology and information advancement.</li> <li>➤ The above requires an overall system development, including the school environment, student, teacher and curricula based on the national strategy for human resources development, coupled with vocational training expansion, and improved indicators in KG enrollment, school classification, teachers' professional path, and Jordan's score in such international tests as (PISA &amp; TIMMS).</li> <li>➤ Endorse the Private Schools regulation in order to control the hike in private school fees, define a national classification code and protect teachers' rights through the adoption of e- payroll.</li> <li>➤ Address poverty and unemployment, enforce equal opportunities, commit to implementing the outcomes of the National Strategy for Human Resources Development and launch programs to train and empower the unemployed, especially the youth.</li> </ul>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Develop a national strategy to resolve and end administration bloating in the public sector.</li> <li><input checked="" type="checkbox"/> Indexing and archiving information and data available at all public institutions and ensure the easy flow of information.</li> <li><input checked="" type="checkbox"/> Rehabilitate infrastructures to ensure the protection and archiving of information and safeguarding people's right to services without obstacles.</li> </ul>	



- Make it mandatory for public institutions to publish their annual and sector-specific reports on regular basis, and to publish the financial and administrative statements of semi governmental companies.
- Activate and restructure internal oversight units at public institutions.

The Compass Index showed that 44% of the recommendations pertaining to the public sector were referred to.

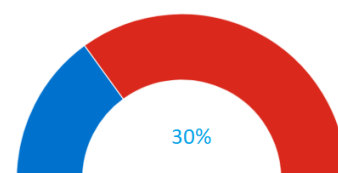


#### 4. The Anti-Corruption Commission

Recommendations	Government policy statement for a vote of confidence
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Find a cooperation mechanism between the IEC and attorneys general at the various courts -on one hand- and benchmark references pertaining to investigating corruption.</li> <li><input checked="" type="checkbox"/> And -on the other hand- the Financial Disclosure Dept., the Customs Dept., Ombudsman, and Anti-money Laundering and Financing Terrorism Unit.</li> <li><input checked="" type="checkbox"/> Amend the Anti-Corruption Commission Law to ensure that all types of corruption, listed under the UNCAC are criminalized, bridge the gaps in the current law and incorporate into the law candid provisions on the Commission's role in prevention measures and in awareness of the risks of corruption, and develop mechanisms for coordination between the</li> </ul>	<ul style="list-style-type: none"> <li>➤ Follow up on the referral of corruption cases, prepared by the Integrity and Anti-Corruption Commission and presented to the Attorney General, reassess legislation pertaining to integrity and transparency, whereby it includes the illegal profit law, the integrity and anti-corruption commission law, Audit Bureau law, and the right to information access law.</li> </ul>

Commission and private sector oversight agencies.	
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Revisit the Integrity and Anti-Corruption Commission administrative structure to ensure that it is capable of fulfilling its mandate, provide the Commission with the necessary technical and administrative resources needed to advance its human resources and empower them to stay abreast with regional and international developments.</li> <li><input checked="" type="checkbox"/> Coordinate efforts and enter into real partnerships with civil society and the media.</li> <li><input checked="" type="checkbox"/> Develop mechanism for the coordination between the Integrity and Anti-Corruption Commission and private sector oversight agencies to expose and prevent corruption in the private sector.</li> <li><input checked="" type="checkbox"/> Develop the Commission's infrastructure to ensure its self-sufficiency and sound institutional framework in order to be able to take the necessary measures to investigate and expose corruption cases, as well as to equip the Commission with the necessary computer programs, linkage and technical equipment.</li> <li><input checked="" type="checkbox"/> Accord the prevention aspect due importance and undertake executive plans to increase public awareness of the dangers of corruption.</li> <li><input checked="" type="checkbox"/> Enforce laws to make it mandatory to publish annual and periodic reports and make them accessible to the public.</li> <li><input checked="" type="checkbox"/> Develop a national database that would serve as a reliable and trusted reference to the various parties to evaluate and monitor progress made in this area, as well as to prevent duplicated effort by the various oversight agencies in Jordan.</li> </ul>	

The Compass Index showed that 30% of recommendations pertaining to the Anti-Corruption Commission were referred to.

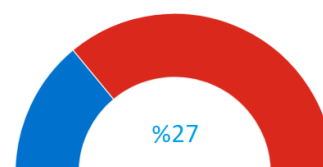


## 5. Audit Bureau

Recommendations	Government policy statement for a vote of confidence
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Accord the Audit Bureau full administrative and financial independence, and the Bureau Chief must report only to Parliament.</li> <li><input checked="" type="checkbox"/> Expedite the execution of the National Integrity plan as it contains</li> </ul>	<ul style="list-style-type: none"> <li>➤ Follow up on the referral of corruption cases, prepared by the Integrity and Anti-Corruption Commission and presented to the Attorney General, reassess legislation pertaining to integrity</li> </ul>

<p>provisions that reflect positively on the Audit Bureau.</p> <p><input checked="" type="checkbox"/> Develop the technical team, equip the Bureau with specialized human resources and improve the organizational and administrative structure to enable the Bureau to perform its expected duties.</p>	<p>and transparency, whereby it includes the illegal profit law, the integrity and anti- Corruption Commission law, Audit Bureau law, and the right to information access law.</p>
<p><input checked="" type="checkbox"/> Include in the law provisions that prevent the dismissal of the Bureau Chief unless convicted of committing a crime or a grave violation. The Chief's term of service should be six years.</p> <p><input checked="" type="checkbox"/> The Bureau must develop its oversight tools and means to meet international best practices, must exercise all forms of oversight, including performance and administrative oversight. Also, to review and develop legislation to ensure the introduction of provisions to facilitate coordination between oversight agencies.</p> <p><input checked="" type="checkbox"/> The law must include provisions that allow for legal accountability based on the principles of integrity, transparency and impartiality and according to best international practices in order for the Audit Bureau to exercise external oversight.</p> <p><input checked="" type="checkbox"/> Accord the Audit Bureau administrative, financial and technical independence, and the Bureau Chief must only report to the Lower House of Parliament. The Chief must never be dismissed or terminated and his term of service should be six years.</p> <p><input checked="" type="checkbox"/> Speed up the preparation of oversight reports once a mistake has been detected, or at the completion of auditing and revision, in order not to allow delays to dissolve the impact of the audit.</p> <p><input checked="" type="checkbox"/> The Bureau must exercise broader oversight powers over revenue, equal to its oversight over expenditure. Expenditure is reviewed by several parties while revenue is received by one party.</p> <p><input checked="" type="checkbox"/> The need to enhance digital accounting information systems used by the state's agencies, since those systems assist in verifying revenue and expenditure of institutions, and help the Bureau to stay updated on information at all times without restrictions or pressure.</p> <p><input checked="" type="checkbox"/> The Audit Bureau's mandate must include semi-governmental companies, in which the government owns 25% or more of the capital.</p>	

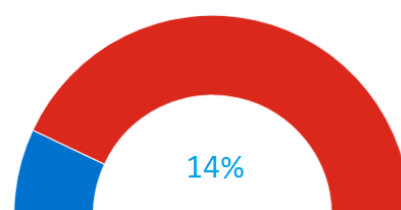
The Compass Index shows that 27% of recommendations pertaining to the Audit Bureau were referred to.



## 6. The Media

Recommendations	Government policy statement for a vote of confidence
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Review the Right to Information Access law to ensure voluntary disclosure and classification based on impartial principles.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Strengthen the role of the media as a forth branch of power and upgrade the performance of media institutions.</li> <li>➤ To shift media institutions' role from "government media" to "state media" to enhance its role in the service of the nation and citizens and enable it to exercise oversight on institutions professionally and impartially.</li> </ul>
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Review the Anti-Terrorism Law to ensure that it does not infringe on freedom of opinion and guarantee that journalists are not prosecuted before the State Security Court.</li> <li><input checked="" type="checkbox"/> Review the Electronic Crimes Law and ensure that journalists are not wrongly detained, as well as avoid protracted court proceedings in line with the Press and Publication Law.</li> <li><input checked="" type="checkbox"/> Review the Press and Publications Law to regulate the work of social media, but not in a restrictive manner, as well as avoid closures, or blackouts.</li> <li><input checked="" type="checkbox"/> Review the Audio- visual Law and ensure that the rationale behind licensing decisions is openly expressed.</li> <li><input checked="" type="checkbox"/> Redefine what is a "journalist" in accordance with international standards and best practices and keep membership open in the Journalists Association to any media representative working at any media outlet/institution.</li> <li><input checked="" type="checkbox"/> Adopt a national plan to categorize information available to institutions based on a clearly set methodology.</li> </ul>	

The Compass Index shows that 14% of recommendations pertaining to the media were referred to.



## Pillars that were not referred to in the policy statement for a vote of confidence

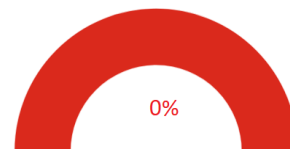
### Civil society

Reform the legal framework that governs civil society work to include the right to assembly, opinion and expression, as well as the right to peaceful demonstration, and access to resources. Develop effective national partnerships to ensure civil society's participation in national projects and in policy and law-making. Ensure that civil society is left to work without interference.

A legal framework that regulates the right to establish civil society institutions must be based on the following principles:

- ☒ Freedom to establish and register societies through notification only, and in the event the Executive Branch objects to the establishment of a said society, it can resort to the courts.
- ☒ The administrative committee of any society is entitled to manage its affairs without interference from government entities.
- ☒ The general assembly of any society is entitled to elect its board freely, and the government must respect the outcome of elections and may not object to the membership of any individual on the board, unless its objection is done through a lawsuit filed at the administrative court with the relevant jurisdiction.
- ☒ The Executive Branch has the right to oversee societies' work, and if it found any illegal action, it can resort to the courts; the first and foremost authority in this regard.
- ☒ Every society is entitled to internal and external funding, provided that funds and the sources of funding are declared as well as how the money is spent. All expenditure must be documented and societies must disclose their annual budgets and keep the board informed.
- ☒ Societies may not be dissolved without the approval of its board or by a court order.
- ☒ The mandate of any society's board is 60 days, during which time the general assembly is invited to meet and elect a new board. This term may not be extended more than once under any possible circumstance, and only to serve its purpose.

The Compass Index showed that 0% of recommendations pertaining to civil society were referred to.



## Political parties

### One: On the legislative level:

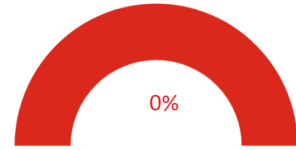
- ☒ Review and amend the Political Parties Law to include provisions that expedite the registration and licensing process for political parties. The current law involves long and complicated administrative processes that may discourage individuals from embarking on establishing a political party.
- ☒ Review the legal framework governing financial support/ funding to political parties based on international regulations, such as declaring the establishment of a political party, participating in elections, the number of votes that a political party has won, the number of seats that a political party has won, women and youth representation, the number of members in the political party and the number of offices representing the party in the different regions and governorates.
- ☒ Express candidly the right of a political party, in its capacity as an institution or as individuals and enjoying a legal status, to manage its internal affairs unconditionally without approvals, such as approving its bylaws.
- ☒ Abolish sanctions stated in the Political Parties Law, seen as extreme and defy the public discourse that calls for the creation of "political party life".
- ☒ Incorporate into the Law provisions for the independence of the party's "legal entity", meaning to thwart any interference in its internal affairs, or to scrutinize its accounts, files and records unless through the jurisdiction of the competent court.
- ☒ Amend the Public Meetings Law to include provisions that permit persons with "legal entity" to submit a written notification prior to holding a general assembly meeting or to allow natural persons to sign it. The Public Meetings Law must also limit the minister of interior's powers, which allow the minister to exclude certain meetings, and to issue orders to implement the provisions of the Law at any given time.

### Two: At the level of practices

- ☒ Halt any practice that may deter individuals from joining political parties or take part in party activities.
- ☒ Review and develop school and university curricula, namely civil and political education, and delete content that may contradict freedom of opinion and expression, or political pluralism, or the right to form and join political parties.
- ☒ Engage political parties in the developmental plans and social programs, and protect the right of parties to address public opinions, including the youth.
- ☒ Political parties should develop its bylaws and institutional structure on the basis of transparency and good governance.
- ☒ Political parties should develop national plans and programs that fulfill the need by individuals and society to find solutions and suggestions regarding the many dilemmas facing the Jordanian State.

- ☒ Political parties should take all necessary measures to make financial declarations and exercise financial and administrative transparency, as well as to follow best political practices in public service.

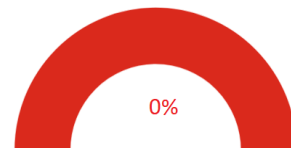
The Compass Index showed that 0% of recommendations pertaining to political parties were referred to.



## Law Enforcement Agencies

- ☒ Enhance the independence of the Public Prosecution and equip it with the necessary technical equipment and tools, build the capacity of individuals tasked with investigation in order to stay abreast with updated technologies in the areas of investigation and data collection.
- ☒ Protect the right to file complaints through an independent system, whereby individuals can express grievances, provide protection to victims, witnesses and whistle blowers, and ensure appropriate infrastructure and programming to guarantee their safety.
- ☒ Identify the bodies that hold the powers of the Judicial Police, and restrict the authority to investigate and to detain, among other judicial powers, to the General Prosecution, the body that enjoys the jurisdiction.
- ☒ Alleviate the pressures that attorney generals are subjected to with relation to investigation and witness hearings, and to regard their profession as one that entails unusually stressful effort that involves psychological and physical risks. This requires allocation of funds as well as the administrative and technical readiness to ensure that an attorney general is capable of performing one's duties efficiently.
- ✗ Promote the principle of the Rule of Law among all members of society, and not permit the infringement on any individual's rights under any circumstance.
- ✗ Develop national programs and activate a judicial documentation at the Ministry of Justice to organize judicial cases/ records.

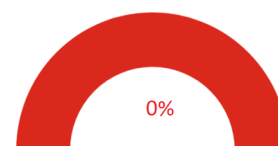
The Compass Index showed that 0% of recommendations pertaining to Law Enforcement agencies were referred to.



## The Independent Election Commission (IEC)

- ☒ Amend legislation and develop the organizational structure to ensure the IEC's financial and administrative autonomy, activate technical roles and duties, especially related to increasing awareness and informing citizens of the stages of the election process. The IEC's activities should not be restricted to merely election seasons.
- ☒ Develop more effective mechanisms and procedures in the management of election campaigns and financial statements related to campaigning, and make all information, reports and decisions related to the election process accessible to the public.
- ☒ Review the Election Law to include provisions that criminalize any act that violates the principles and processes of the election process.
- ☒ Empower the IEC with legal jurisdiction, and develop the IEC Law to ensure the full cooperation of the State's institutions during the election process, and draft legal terms and conditions that give powers to Law Enforcement agencies to address electoral crimes.
- ☒ Broaden the scope of election committees' work, develop clear mechanisms and manuals related to committee members duties, and carry out training programs in due time prior to the voting date.
- ☒ Develop measures and procedures for the relationship between the IEC and the media during the election process, especially during the campaigns, in order to ensure impartiality, independence, and direct oversight by the IEC. In addition, to provide the IEC with sufficient human and technical resources needed to carry out its tasks.

The Compass Index showed that 0% of recommendations pertaining to the IEC.



## The Private Sector

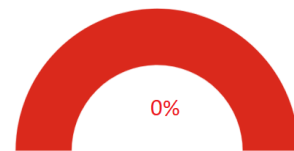
- ☒ Implement an electronic registry in the event that provisions of the e- services law are amended, whereby a recipient may apply for registration online, and once his/her application is approved, then fee payment can be done online.
- ☒ Protect investors, particularly "minority-share investors" through the following measures:
  - Mandatory access to documents, and increased demands for disclosure of information in the annual report of the relevant parties.
  - Identify, under the law, the tasks and duties of directors, and allow minority-share investors to prosecute the directors in the event of mismanagement.
- ☒ Make the enterprise's financial books accessible to investors, and reduce the minimum shareholding percentage from 15% down to 10% for the purpose of



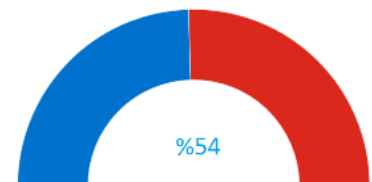
requesting the Company Controller to perform the audit on the enterprise's business.

- ☒ The best means to fight corruption is prevention, and this is done by activating the oversight roles of the Company Controller and the Securities Commission, and impose strict penalties in the event an enterprise fails to disclose, whether with relation to content or to deadline.
- ☒ Review the Investment Law to include provisions that permit the registration and licensing at one window and on the same day, issue long term professional licenses (3-5 years), and develop effective and efficient oversight mechanisms.
- ☒ Amend the relevant laws and regulations to include provisions that allow pre-licenses to low risk investment projects and professions and implement the principle of post-control and inspection, limit the timeframe allowed to respond to queries and applications to what is reasonable in relation to the risks involved in the said activity, and apply the concept that "no reply within a certain period of time is considered a yes."
- ☒ Give the criminal and civil financial auditors the freedom to exercise their jurisdiction, amend penal provisions in the Companies Law and in the Securities Commission Law, whereby there are added penalties, particularly in relation to violations with financial implications, namely violation of (Article 148 of companies law).
- ☒ Impose the provisions of civil responsibility on the chair and members of the board of public shareholding companies, and assert the pre- requirements for board membership, namely the issuance of a non-conviction certificate.
- ☒ Review the Public- Private Sector Partnership Law, and adopt a modern approach to relationships between the two sectors, as well as identify the organizational and executive framework of the said Law to safeguard its purpose.

The Compass Index showed that 0% of the recommendations pertaining to the private sector were referred to.








The Compass Index showed that 54% of the overall recommendations, stated in the Integrity Assessment Report were referred to.



## Conclusion:

Corruption in Jordan has been measured since 2005 using the Corruption Perception Index, issued annually by TI. Here below is Jordan's score in the aforementioned index for the past five years. While the Index shows increased corruption, the Compass lists the recommendations presented to reinforce integrity and transparency.

Year	Degree	Ranking	Number of countries classified
2013	45	 66	177
2014	49	 55	175
2015	53	 45	168
2016	48	 57	176
2017	48	 59	180

The table below shows that The Open Government Initiative has scored the highest in the percentage of references in the Government's policy statement for a vote of confidence, contrary to the 2016 Anti-Corruption Summit. As for the state's pillars, the Judiciary got the highest percentage of coverage, while the policy statement did not make any reference to civil society, or to law enforcement agencies, the private sector and political parties.

## Key Findings of the “Jordanian Compass for Transparency”

Commitments	Percentage of reference in the policy statement
Open Government Initiative	87.5%
2016 Anti-Corruption Summit	9%
Progress towards 16.4, 5, 10 of SDGs	30%
Assessment study of the National Integrity System	54%
Pillars of the National Integrity System	
The Executive Branch	60%
The Judiciary	71%
The Public Sector	44%
Integrity and Anti Corruption Commission	30%
Media	14%
The Independent Election Commission	0%
Political Parties	0%
Civil Society	0%
Law Enforcement Agencies	0%
The Private Sector	0%

The Compass was prepared for the benefit of the current cabinet and future governments as it refers to the fundamentals and best practices that enhance the values of a Civil Society, Good Governance, Rule of Law and Accountability.

To sum up, it is essential to adopt a participatory approach in drawing out a comprehensive national plan to fight corruption, one that is defined by a timetable and is results- oriented and measurable, and one that is open to the participation of a national team representing all segments of society, including civil society, public and private sectors, as well as political parties and professional associations.



رشيد RASHEED

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