**United Nations Development Programme**

**Country: Jordan**

**Country Engagement Facility**

**Project Title: Jordan and the UNDP Initiative on the Rule of Law and the 2030 Agenda**

*Providing support to Jordan in achieving progress towards SDG 16 and equal access to justice for all.*

**ATLAS Award Number:**

**Relevant Strategic Plan Indicators**

**2.2.2.5**   Country has adopted and implemented, with UNDP assistance, legal and regulatory frameworks that enable civil society to function in the public sphere and contribute to sustainable development

**Relevant CPD Output Indicators**

**1.3.3:**   Increased government capacities to build consensus on contested issues & dispute-resolution through mediation and consensus-building mechanisms (Nation-wide)

**1.3.5**:   Number of host communities into which access to justice services are provided (Nation-wide)

**Initiation Plan Start Date:** 1 February 2019

**Initiation Plan End Date:** 31October 2019

**Implementing Partner:** UNDP Jordan

**Brief Description:**

This project aims to assist in the implementation of the recommendations from the preliminary assessment of the Justice Sector in Jordan, and will be used to provide short-term assistance through capacity building and direct exposure on SDG16. It is envisaged as an entry point to engage with other partners and develop a broader rule of law, access to justice and security portfolio. It will be closely aligned to UNDP Global Initiatives on the Rule of Law and the 2030 Agenda, and will collaborate with the Ministry of Justice and the Public Security Directorate of the Hashemite Kingdom of Jordan, and other relevant civil society and justice stakeholders.

The project has two Outputs: 1) Enable the engagement of justice and security institutions on SDG16 and equal A2J for all by raising awareness on the relevance of SDGs to the justice sector, and by launching a process to define a framework for monitoring SDG16 targets and indicators. 2) Provide start-up support on targeted SDG16 and A2J interventions that will build stakeholder capacities to address urgent areas where persons may be left behind from having equal A2J opportunities.

**Total Resources Required:** US$100,000

**Total Resources Required:** US4100,000
from the UNDP Global Rule of Law and the 2030 Agenda Initiative funding Window

**Project Title: Jordan and the UNDP Initiative on the Rule of Law and the 2030 Agenda**

*Providing support to Jordan in achieving progress towards SDG 16 and equal access to justice for all.*

# Background

Jordan is a low-middle income country facing urgent developmental challenges of exclusion and vulnerability[[1]](#footnote-1) including those relating to access to justice (A2J). The Kingdom is a strong advocate for the 2030 Agenda and, in its first Voluntary National Report,[[2]](#footnote-2) recognised that “ensuring early access to lawyers in police stations, expanding access to legal aid [and] adopting more controls on detention” were important steps to be taken by Jordan for achieving peace and security in line with SDG16. [[3]](#footnote-3) However, Jordan has not yet initiated a specific mechanism on promoting the relevance of SDGs to the justice sector. While donor investment has tended to focus on infrastructural projects and service delivery of legal aid, especially to Syrian refugees and host communities, there remains fragmentation in data-gathering, policy analysis and stakeholder coordination on A2J themes relevant to SDG16, hindering evidence-based developmental programming and creating important implementation gaps that fail to ensure equal A2J for all leaves no one behind.

UNDP has implemented a three-year project on “access to justice and community security” from 2015 to 2018 and the final evaluation of this project highlighted the importance of building on the achieved results to address continued challenges on access to justice and their link to broader Rule of Law (ROL) issues, including human rights.

In July 2018 an International Rule of Law Specialist has been deployed to Jordan to design and develop a new ROL project, building on the achievements of the previous project and in the light of the most recent developments in the Justice Sector.

The ROL Specialist conducted a preliminary assessment of the Justice Sector in August 2018 and identified a number of opportunities for UNDP to engage with key justice and security institutions to advance access to justice and SDG 16 in a complementary approach to ongoing project of other international partners. The following gaps have been identified and would need to be addressed in priority:

* Absence of any discussion on SDG16 in Jordan,
* Data related to the justice sector is limited and fragmented, which hinders the efforts to develop evidence-based programming,
* Legal information in Correction and Rehabilitation Centers[[4]](#footnote-4) and in Police Family Protection Units is not institutionalised but only provided occasionally on an ad hoc basis,
* Law students[[5]](#footnote-5) are not participating in the provision of legal information services for the population,
* Legal aid services in the Sharia Court system[[6]](#footnote-6) are limited and there is limited information in English on this area of law,
* Despite demonstrated achievements of the Community Policing Department[[7]](#footnote-7), an updated and comprehensive analysis of the sector is currently not available.

UNDP therefore proposes to set up the “*support to Jordan in achieving progress towards SDG 16 and equal access to justice for all*”, using UNDP’s Country Engagement Facility modality, to support the justice and security institutions to start developing strategies to address the above mentioned gaps.

The project has been prepared after extensive consultation with other UN agencies, including close liaison with the Office of the UN Resident Coordinator as the proposal is aligned to the UNSDF 2018-2022. It will be implemented in close partnership with relevant national partners, in particular: the Ministry of Justice, the Association of Sharia Lawyers and the Supreme Judge Department, the Correction and Rehabilitation Centres Directorate and the Community Policing Section of the PSD, the law Faculty of the University of Jordan.

# Purpose and opportunities

Through a Country Engagement Facility modality, this project will demonstrate UNDP’s added value by providing a specific focus for national and international actors in the justice sector on the importance and relevance of the 2030 Agenda to developing a credible, effective and sustainable system for rule of law in Jordan. UNDP envisages that the project’s outputs will provide an evidence-based foundation for approaches to mobilise resources for follow-up and scaling-up the activities initiated by the project, especially in relation to extending legal aid beyond criminal cases, engagement of law students in the delivery of legal assistance, and opportunities to provide legal support in prisons and protection centres. Moreover, this project will further demonstrate the repositioning of UNDP for the Government of Jordan as a policy advocate and development partner on A2J issues, and is expected to be a catalyst for further funding support on areas such as gender justice.

This initiative will leverage a number of important time-relevant opportunities in Jordan:

* Jordan is currently implementing a series of reform initiatives in the justice sector as recommended by a recent Royal Commission, including changes to the penal code that have extended guarantees for legal representation in criminal cases.[[8]](#footnote-8)
* Jordan’s Ministry of Justice has prepared new regulations on legal aid[[9]](#footnote-9) and has expressed interest in developing a strategy for addressing gaps in A2J in line with the recommendations of the Commission.
* During 2018, Jordan has participated in the 3rd Cycle of the Universal Periodic Review where recommendations have been made for urgent follow-up on areas relevant to A2J and SDGs, including on removing the use of administrative detention.
* In line with its CPD 2018-2022, UNDP has established a new Rule of Law and A2J programme to support Jordan achieve progress on these areas, building upon the success of an earlier A2J project supported by the Global Rule of Law programme.
* UNDP Jordan and the Regional Hub are working closely together on a project related to gender justice and gender-based violence that will highlight the need for further progress towards achieving key SDG5 and SDG16 targets.
* The UN Sustainable Development Framework 2018-2022 makes a commitment for UN support to equal A2J for all. UNDP has supported the establishment of a coordination mechanism for UN agencies working on justice sector themes in Jordan.
* Complementary actions by other international actors, including a substantial new European Union project on legal aid, will provide additional momentum for integrated actions in support of A2J, including SDG-relevant data, but may exacerbate existing implementation gaps.

The strategic implementation of this project will focus on providing short-term assistance through strong capacity building and direct exposure on SDG16. It is envisaged as an entry point to engage with other partners and build a broader rule of law, access to justice and security portfolio.

# Expected Output

To address the above mentioned issues, UNDP Jordan proposes a project with direct relevance to the UNDP Initiative on the Rule of Law and the 2030 Agenda. The 9-month project will work in partnership with key national justice sector stakeholders to achieve the following outputs that will contribute to longer-term approaches relevant to SDG16:

**Output 1** will *Enable stakeholder engagement on, SDG16 and equal A2J for all* that will implement an awareness raising and advocacy process on the relevance of SDGs to the justice sector, and will undertake a consultative process to identify a framework for monitoring and data-gathering mechanisms relevant to Jordan’s reporting on SDG16 targets and indicators.

Output 1 will have an awareness component on SDG 16 which will be developed in partnership with the Ministry of Justice (MOJ) and the Public Security Directorate (PSD) and will enable the two Ministries to strengthen their knowledge about SDG16 by organising specific workshops.

The support to the MOJ will also aim at promoting a discussion on a coordinated framework for monitoring SDG 16 by supporting the MOJ to lead a process that will in the longer term achieve a national wide system for data collection and analysis for the justice system.

**Output 2** will *Provide start-up support on targeted SDG16 and A2J interventions* that will build stakeholder capacities to address urgent areas where persons may be left behind from having equal A2J opportunities.

Output 2 will be implemented in partnership with the relevant partners that have been identified under the preliminary assessment. The activities will present a similar structure: a mapping exercise will be followed by a public event to present the findings of the mapping and collect further feedback from key stakeholders and to promote a dialogue on the specific topic. Activities will include: an assessment on the provision of legal aid for women and families in the Sharia Courts system; feasibility studies for the establishment of Legal Clinic Education programme at the University of Jordan Law Faculty, and on establishing legal information services in prisons and Police Family Protection Units.

# Management Arrangements

The following organisation structure will be used as a guide to monitor the implementation of the initiation phase and achievement of the output.

An **International Rule of law Specialist**, under the supervision of the Team Leader for Inclusive Participation and Social Cohesion, will oversee the implementation of the activities with the support of a **National Rule of law Assistant. A National Rule of Law Advisor** will be available on an *ad hoc* basis to ensure that the national context-specific legal perspective is taken into consideration.

# Monitoring

The Initiation Plan will be monitored directly by the Team Leader for Inclusive Participation and Social Cohesion, thought the Rule of law team of the UNDP Jordan Office that will fulfil the monitoring functions overseeing project planning, management and operation along with the UNDP regular monitoring procedures. The team will oversee and review the implementation of all activities to ensure timely delivery of the 2 outputs set in the Initiation Plan.

A Progress Report will be prepared at quarterly intervals through the project and a final report, incorporating an internal evaluation, at the end of the period*.*

# ANNUAL WORK PLAN

**Year: from January 2019 to September 2019 (9 months)**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **EXPECTED OUTPUTS***And baseline, associated indicators and targets* | **PLANNED ACTIVITIES***List activity results and associated actions*  | **TIMEFRAME** | **RESPONSIBLE PARTY** | **PLANNED BUDGET** |
| Q1 | Q2 | Q3 | n/a | Funding Source | Budget Description | Amount |
| Output 1**Justice and security institutions are enabled to engage on SDG16 and equal A2J for all***Baseline: no knowledge about SDG16 and unsystematic knowledge about A2J within MOJ and PSD. No coordinated monitoring system for the justice system.**Indicators and targets:**n. of participants to the SDG16, the legal aid and the gender justice awareness events.**(at least 200 persons, of which 40% women)* *Availability of a coordinated framework to monitor SDG 16 in the justice system* *(a framework is developed in consultative approach and submitted to MOJ for validation)*  | **1.** **The MOJ and the PSD are aware of SDG 16 and have a more coherent understanding of A2J, including gender.**- **1.1** organise 2 workshops for MOJ and PSD staff on SDG 16- **1.2.** organise 1 workshop for the legal aid community on the UN principles for legal aid and SDG 16- **1.3**. organise 3 events to disseminate the “gender justice report” in cooperation with PSD, Bar Association and Parliament (HoR) | x | x | x |  | UNDP, MOJ, PSD, Bar Association, HoR | Funding window | Workshops, roundtables,  | 6.000 |
| **2. The MOJ leads a process to establish a monitoring framework for SDG 16 in the justice system**  - **2.1** support the MOJ to organise a consultation process to develop the SDG 16 monitoring framework  | x | x | x |  | UNDP, MOJ |  | Roundtables,  | 4.000 |
| Output 2**Targeted SDG16 and A2J interventions have received start-up support** *Baseline:**Limited and fragmented information is available (in English) on Legal aid in sharia courts, Clinical Legal Education, Legal information in Corrections, Legal information in FPU and Community policing**Indicators and targets:**n. of assessment reports**(5 reports drafted and presented during public events)**Needs and opportunities for intervention identified**(at least two opportunities for intervention for international support and one preferred model of delivery clearly identified per activity result)*   | **1. Legal aid in sharia courts is assessed and opportunities for intervention are identified** **1.1.** Conduct an assessment of legal aid provisions services for women and families in the Sharia courts system **1.2.** Organise an event to present the findings  |  | x | x |  | UNDP, Sharia lawyers association and Sharia Courts | Funding window | 1 consultant,1 roundtable | 11.875 |
| **2. Clinical Legal Education** **is assessed and opportunities for intervention are identified** **2.1.** Conduct a Feasibility study for a Clinical Legal Education scheme **2.2.** Organise an event to present the findings  |  | x | x |  | UNDP, Law Faculty of Jordan University | Funding window | 1 consultant,1 roundtable | 11.875 |
| **3.** **Legal information** **in Corrections is assessed and a model for delivery is identified** **3.1.** Conduct a Feasibility study for Legal Information services in Correctional services **3.2.** Organise an event to present the findings  | x | x | x |  | UNDP, PSD (Corrections) | Funding window | 1 consultant,1 roundtable | 11.875 |
| 4. **Legal information** **in FPU is assessed and a model for delivery is identified** **4.1** Conduct a Feasibility Study for Legal Information services in the Police Family Protection Units **4.2.** Organise an event to present the findings | x | x | x |  | UNDP, PSD (Police) | Funding window | 1 consultant,1 roundtable | 11.875 |
| **5. Community policing services are assessed and** **a model for delivery is identified** **5.1** Conduct a mapping of the Community policing system**5.2** Organise a conference to to present the findings  | x | x | x |  | UNDP, PSD (Community Police) | ? | 1 consultant,1 conference  | 10.000???the total cost is 45.000! |
| **Visiting UNDP regional experts for 2 activities**  |  | x | x |  | UNDP | Funding window | 2 experts | 7.500 |
|  | **National legal consultant to support output 1 and 2** | x | x | x |  | UNDP |  | 1 consultant  | 25.000 |
| TOTAL |  |  |  |  |  |  |  |  | 100.000 |

# RISK LOG

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **#** | **Description** | **Date Identified** | **Type** | **Impact &****Probability** | **Countermeasures / Mngt response** | **Owner** | **Submitted, updated by** | **Last Update** | **Status** |
| 1 | Organizational and political environment impacts on project implementation  | Jan 2019 | OrganizationalPolitical | Probability = 2Impact = 3 | Build trust through continuous dialogue with all stakeholders to ensure:* Flexible implementation strategies
* Strong stakeholder ownership
* Enhanced accountability processes through oversight by project board
* Build formal and informal networks within government and with other stakeholders
 | UNDP |  |  |  |
| 2 | Reduction in ownership and engagement by stakeholders in project results in delays or halt to project implementation  | Jan 2018 | PoliticalStrategic | Probability = 1Impact = 2 | Application of best practice project management and change management skills through: * engage in continuous dialogue with stakeholders and encourage regular review of Project workplan
* ensure project activities remain related to long term organizational plans
* ensure active participation and robust dialogue in Project Board Meetings
 | UNDP |  |  |  |
| 3 | level of stakeholder expectations that are not met results in negative perceptions of the project  | Jan 2018 | Strategic  | Probability - 1 Impact - 3  | Appropriate project management arrangements established and maintained: * ensure stakeholder understanding of project management tools, including annual work planning processes, corporate procurement practices and timelines
* ensure project is fully staffed and supporting project teams provide effective and timely services
 | UNDP |  |  |  |
| 4 | Change in priority areas for stakeholders resulting in lack of priority to implement project activities  |  | Political Organizational Strategic  | Probability - 1 Impact - 2  | Through Regular Team meetings to assesses and review programme workplans and adjustments if feasible: * review monthly programme workplan informed by relevant Assessments
* some flexibility in project design, for example in selection of activities
* avoid abrupt and unilateral changes adopting a more measured response
* identify priorities through annual planning processes along with long term guide points
 | UNDP |  |  |  |
| 5 | Insufficient programme funding for follow-up actvities |  | Operational Financial  | Probability - 2 Impact - 4 | Pro-active resource mobilization processes in placeSupport to project visibility and communication actions to promote achievements and evidence based results  | UNDP |  |  |  |

1. UNDP Jordan Country Programme Document 2018-2022, adopted by the UNDP Executive Board, January 2018. [↑](#footnote-ref-1)
2. See Jordan’s Way to Sustainable Development, 1st Voluntary National Review on the Implementation of the 2030 Agenda, presented to the High Level Political Forum in July 2017 (page 55) which quoted the recommendations of the Royal Commission on Developing the Judiciary and Enhancing the Rule of Law that submitted its report in February 2017. The VNR is available at <https://sustainabledevelopment.un.org/content/documents/16289Jordan.pdf>. [↑](#footnote-ref-2)
3. Goal 16 of the 2030 Agenda for Sustainable Development is to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.’ Target 16.3 aims to “Promote the rule of law at the national and international levels and ensure equal access to justice for all.” [↑](#footnote-ref-3)
4. The “**Correction and Rehabilitation Centers Directorate**” falls under the Public Security Directorate of the Ministry of Interior and supervises 15 prisons across Jordan. The Directorate has approved in 2018 a National Plan which includes a legal aid component in the Correctional centres. [↑](#footnote-ref-4)
5. The **University of Jordan** is the oldest University in Jordan and runs one of the 14 Law Schools in Jordan (400 students, of which more than 50% are women). A legal clinical education was established in 2013 with the support of ABA-ROLI, but is not operating any longer. [↑](#footnote-ref-5)
6. The **Association of Sharia Lawyers** was established in 2015 under a specific bylaw and brings together around 5.000 sharia lawyers, of which 40% are women. A legal aid department is operational but on August 2018 only 43 legal representation cases had been handled. [↑](#footnote-ref-6)
7. The **Public Security Directorate** (PSD)has a dedicated department for Community Policing and representatives from the Department are attached to every police station in Jordan. [↑](#footnote-ref-7)
8. In its 2017 Final Report, the Royal Commission on Developing the Judiciary and Enhancing the Rule of Law recommended a series of legislative and procedural changes including those relevant to A2J. (See <https://kingabdullah.jo/en/news/king-receives-report-royal-committee-developing-judiciary-and-enhancing-rule-law>.) [↑](#footnote-ref-8)
9. The draft regulations on legal aid were issued by the Ministry of Justice in May 2018 include proposals to establish a legal aid fund structure. [↑](#footnote-ref-9)