

**Summative Evaluation of
Arab Women’s Legal Network Project
“Advancing the Rights of VAW Victims
Among the Justice Sector”
Draft Evaluation Report**



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ACRONYMS

CBOs	Community Based Organizations
CEDAW	Committee on the Elimination of Discrimination against Women
CIS	Civic Initiatives Support Program
CSOs	Civil Society Organizations
FB	Facebook
FGDs	Focus Group Discussions
FHI 360	Family Health International
AWLN	Arab Women Legal Network Family Justice Center
GBV	Gender-Based Violence
GEFE	Gender Equality and Female Empowerment
GoJ	Government of Jordan
HRBA	Human Rights Based Approach
ICAT	Institutional Capacity Assessment Tool
INGO	International Non-Governmental Organization
FPD	Family Protection Department
JOD	Jordanian Dinar
KIIs	Key Informant Interviews
M&E	Monitoring and Evaluation
MoAs	Memorandum of Agreement
MOSD	Ministry of Social Development
Moj	Ministry of Justice
MoU	Memorandum of Understanding
NGO	Non-governmental organization
SOPs	Standard operating procedures
USAID	United States Agency for International Development
VAW	Violence Against Women

EXECUTIVE SUMMARY

The following report presents the findings of a performance evaluation for the Arab Women Legal Network's (AWLN) project, "Advancing the Rights of Violence Against Women (VAW) Victims Among the Justice Sector." The Project aimed "to improve the response of the Jordanian Justice sector to cases of violence against women." It was awarded to AWLN by USAID CIS as part of its gender equality and female empowerment (GEFE) grants portfolio and was implemented between November 1, 2015 and February 28, 2018¹. The USAID Civic Initiatives Support Program (USAID CIS) is a five-year initiative (2013-2018) working at national and local levels in Jordan to support civic initiatives and advocacy responding to common interests; strengthen the organizational capacity of civil society organizations; and promote Government of Jordan (GoJ) civil society collaboration efforts to address reform and development challenges.

AWLN, established in 2005, is a regional non-governmental and non-profit organization headquartered in Amman, Jordan, that aims to promote Arab women working in legal professions. AWLN's organizational mission is to provide a constant and unified platform for Arab women working in the legal sector (including academics, judges, lawyers, legal consultants and researchers) to exchange expertise and experiences, discuss common issues, and advocate for women's issues. Violence against women is one of the main focus areas in that exchange.

Through the USAID CIS grant, and in collaboration with key stakeholders, AWLN succeeded in developing guidelines for Justice Sector Personnel (JSP) on handling cases of VAW in the Jordanian Justice System, and trained 210 JSP across the different governorates in Jordan on the use of the guidelines. Furthermore, USAID CIS worked with AWLN on enhancing its organizational structure and strategic direction to further institutionalize its operations. Within that context, the purpose of this evaluation was to assess the relevance, appropriateness, coherence, effectiveness and sustainability of AWLN's project and to generate strategic insights, key learning, and practical recommendations to inform future programming in GEFE.

AWLN's Project was successfully designed and implemented to address a gap in the justice system's response to cases of VAW, and consequently contributed to creating a more responsive and favorable environment within the system for women survivors of violence in Jordan. The project exhibited relevance to the national context, coherence with national and international obligations, and connectedness with key stakeholders.

Through its conceptualization, design, and implementation, the Project set out to address knowledge, attitudes, and practices of JSP in handling cases of VAW. The Project aimed through its different activities to develop a reference document for JSP that outlines the relevant definitions, obligations, and procedures in handling cases, and enhance the capacity of JSP in using these guidelines for the interest of VAW survivors seeking justice. While the project succeeded in developing and disseminating the guidelines, its impact on the attitudes and perceptions of JSP towards VAW and women's rights is less clear.

Despite the Network's efforts to define VAW in a clear framework that is rights based, and grounded in national laws and international obligations, VAW is still perceived by many JSP through the lens of family, society and social norms. The fact that judges continue to privilege considerations related to family unity or to trivialize VAW incidents affects the application of the law and engenders impunity. Ultimately, the socio-cultural implications of VAW trump other considerations when applying the law and impact judges' legal verdicts.

¹ Initially, and according to the RFTOP document, the project was slated to end in December 31, 2017 but was recently extended to the end of February 2018.

AWLN's strategy to closely engage stakeholders in dialogue and discussion on the different components of the guidelines and its development was effective in ensuring the relevance and soundness of the guidelines. Furthermore, the multidisciplinary approach across the different workshops and trainings of the Project reflected the complexity of VAW cases and the need for such an approach in responding to such cases. The multidisciplinary approach is embedded in the National Framework for Family Protection and the use of such an approach by AWLN has emphasized and strengthened national structures to respond to VAW in Jordan.

To ensure the institutionalization and sustainability of outcomes, AWLN developed a strategic partnership with the Judicial Council (JC), assessed as successful by both AWLN and the JC. AWLN management and board members' credibility facilitated the instrumental partnership.

Within the multidisciplinary framework, AWLN successfully engaged the relevant stakeholders the project identified. However, the level of engagement varied among stakeholders. The majority of partners participated at the "front-liners" level except for the Judicial Council.

The Network did not exhaustively target all involved stakeholders who are not JSP but still have significant leverage to impact the justice system's response to cases of VAW. In particular, the lack of engagement of critical actors, such as the Ministry of Social Development (MoSD) and the Public Security Directorate (PSD), could affect the use of the guidelines as a reference document by the justice sector personnel within these organizations. Future expansion of the project and sustainability of its outcomes require the strategic involvement of key stakeholders, most notably MoJ, MoSD and the PSD.

Given the male-dominated nature of the system, AWLN did not pay sufficient attention to the importance of engaging men in the Network and its activities. However, men's increased interest as a direct result of the Network's activities has prompted AWLN to design mechanisms for their engagement. While still a budding but promising effort, it will help broaden the spectrum of support for the issues AWLN is working on and sensitize a broader constituency to gender equality and women's rights.

Although the outcomes of the project on the training front were not as strong as those on the guidelines development level, the trainings and trained JSP represent a foundation upon which further development and trainings can be provided (by AWLN and its partners) for the expansion of the project in the future and the realization of the project purpose of advancing the rights of VAW survivors in the Jordanian Justice System.

The focus and specialization of AWLN contributed to its credibility and the effectiveness of its execution of project activities and realization of project outcomes. Additionally, the Network ensures continuity of the different projects it implements, which positively impacts its interventions. Moreover, AWLN was able to effectively leverage relationships with stakeholders, contributing to the success of the Project.

Finally, the Network at this stage has multiple factors that contribute to its strong organizational and public stand, including a sound institutional structure, a strategic outlook, credible management and board, strong partnership base with key stakeholders in the justice sector as well as with peer organizations and the donor community, and a successful achievements record over the past three years. AWLN has an opportunity to build on this strong foundation to instill and cultivate knowledge among its members and wider public, advocate for change and generally build on the momentum it has thus far achieved to more effectively support the justice sector in addressing VAW and women's rights in Jordan and the region.

Recommendations

Project–Specific Recommendations/Strategy

Institutionalization

- Leverage the written commitment from the Judicial Council to move the work forward.
- Build linkages to address socio-cultural issues, extending beyond training to target the commitment and accountability of the sector.
- Develop a clear methodology and process for building the capacities of judges and personnel with regard to international obligations, HRBA, gender, and inclusion of people with disabilities. This includes guidelines that foster development of pertinent knowledge, attitudes, behaviors, and skills along with mentoring plans and assessment measures to ensure enhancement of practices.
- Develop understanding of and map the overall processes outside of the justice sector, such as the governor’s role, including how to address such issues and by which actors to address them.
- Ensure the continuous engagement of stakeholders and set up an effective feedback mechanism that would allow you to address tensions and grievances as soon as they arise.
- Build linkages with NCFA with regard to the Family Protection Law, and ensure the practices and developed guidelines are adopted with the instructions related to this law.

Information and Research

- Capitalize on the existing statistics and information to inform the need for change.
- Promote the development of further research and information and better presentation of existing data to decision makers and judges.
- Map and document the judicial process to inform victims about the process they would be going through.

Advocacy

- Continue to advocate on critical issues either through direct implementation or through working with advocacy partners to take these on.
- Forge links with university legal departments to promote inclusion of specific subjects and issues within the learning processes (VAW).
- Better utilize the AWLN network across the Kingdom to instill such knowledge and behavior among network members.

Project–Specific Recommendations/Technical Practice

Guidelines

- Ensure “guidelines” are regularly revised and updated particularly in relation to any amended laws or new legislations.
- Expand the scope of cases in the guidelines to include misdemeanors as well as felonies.
- Continue to disseminate the guidelines to relevant stakeholders across different geographical areas.
- Leverage the formal endorsement of the guidelines by key stakeholders employing justice sector personnel, such as MoSD, Moj and FPD.

Training

- Increase the number of training days allocated for the capacity building of JSP to ensure that the training addresses attitudes and perceptions in addition to knowledge.

- Expand the component related to attitudes and perceptions in the training and diversify training methodologies in this regard.
- Further develop the criteria for participant selection and follow up with partner organizations to ensure the standardization of the criteria.
- Provide additional and more advanced training programs for specialized judges who have been identified by the Judicial Council as Family Protection Judges.
- Leverage the Networks' partnerships at the national level to include the training program in initiatives conducted by partner organizations. This would contribute to the wide dissemination of the guidelines and promote their use.
- Map relevant stakeholders beyond the justice sector personnel and ensure their meaningful participation. Governors play a key role in this process and should be engaged
- Expand the core group of trainers to reach a larger group of JSP across the country.
- Continue to use a participatory and multidisciplinary approach in future trainings and initiatives that aim to advance women's rights within the Justice sector.

Sustainability

- Build on the momentum and relationship with the Judicial Council to:
 - Train additional justice sector personnel;
 - Endorse the guidelines as part of the capacity building portfolio for JSP;
 - Expand the core group of trainers through the partnership with JC; and
 - Design and implement follow-up initiatives and projects that would enhance the Justice sector's response to cases of VAW.
- Build strategic partnerships with other key stakeholders in the system to facilitate their endorsement of the guidelines and integrate AWLN's guidelines and training in other national initiatives addressing the system's response to cases of VAW.

Recommendations for AWLN

- Continue to coordinate and harmonize the different projects that the Network is implementing and focus on key outcomes.
- Expand AWLN's team, particularly at the middle management level to cater for the expansion in activities, and ensure the effective management of the Network's various interventions.
- Continue to invest in building the capacity of network members by providing relevant and diverse training programs and seminars.
- Allow regional members to virtually attend relevant capacity building workshops. This can be achieved by leveraging the trainings already provided to involve a larger number of participants.
- Build on AWLN's strong position to expand its initiatives, partnerships and interventions to help it realize its objectives and institutionalize the current guidelines into the system.
- Given the male-dominated justice system and the challenges of the socio-cultural context, consider the expansion of male involvement in the next generation of programming to ensure the realization of the network's objectives, broaden the spectrum of support to issues endorsed by the Network, and sensitize male JSP to women's rights.

INTRODUCTION

The USAID Civic Initiatives Support Program (USAID CIS) is a five-year initiative (2013-2018) working at national and local levels in Jordan to support civic initiatives and advocacy responding to common interests; strengthen the organizational capacity of civil society organizations; and promote Government of Jordan (GoJ) civil society collaboration efforts to address reform and development challenges.

Under the 'Gender Equality and Female Empowerment (GEFE) grants' program, USAID CIS awarded AWLN a grant to implement the project "Advancing the Rights of VAW Victims Among the Justice Sector." The AWLN grant award was incrementally funded for a total amount of JOD 247,069 with an implementation date of November 1, 2015 to February 28, 2018.²

The project's overall goal is "to improve response by the Jordanian Justice sector to cases of violence against women." AWLN efforts under this project seek to complement other initiatives undertaken with the support of other donors, particularly the baseline research funded by UN Women *Hemaya* project "Strengthening the Jordanian Justice Sector's Response to Cases of Violence against Women." The aim of this concerted and complementary work is to generate a ripple effect that will ultimately contribute to changing attitudes of the relevant actors in the Jordanian justice sector towards VAW issues.

USAID CIS commissioned INTEGRATED to carry out a Task Order to assess the relevance, appropriateness, coherence, effectiveness and sustainability of AWLN's project as part of its gender equality and female empowerment (GEFE) focused grants. The RFTOP document issued by USAID CIS states that the AWLN grant is considered to be part of four grants providing GBV services to beneficiaries, along with Family Guidance and Awareness Center (FGAC), SIGI and Tafileh Women Charitable Society (TWCA). Unlike FGAC and TWCA, the AWLN grant does not include direct service delivery to GBV beneficiaries. For the purposes of this evaluation, the 'enforcement guidelines' and ensuing 'capacity building workshops' to JSP are considered the 'GBV services' project and VAW victims the indirect beneficiaries who will potentially benefit from "a just and uniform treatment by Justice Sector Personnel (JSP) during their complaint process."

² Initially, and according to the RFTOP document, the project was slated to end in December 31, 2017 but was recently extended to the end of February 2018.

ORGANIZATION OVERVIEW

The Arab Women's Legal Network (AWLN) was established in 2005 and registered with the Ministry of Interior and Ministry of Social Development in accordance with the Jordanian societies' law. AWLN is a regional non-governmental and non-profit organization with headquarters in Amman, Jordan.

AWLN's strategic goal is to promote Arab women working in the legal professions. AWLN's organizational mission is to provide a constant and unified platform for Arab women working in the legal sector (including academics, judges, lawyers, legal consultants and researchers) to exchange expertise and experiences, discuss common issues, and advocate for women's issues. Violence against women is one of the main focus areas in that exchange.

Moreover, the Network provides specialized trainings and professional development programs to raise legal awareness, and to enhance professional capacities of Arab women in the profession in a way that will enable them to efficiently participate in their societies.

The organization's main objectives are to:

1. Develop the capacities of Arab women working in the legal professions and enhance their legal knowledge;
2. Support cooperation among women working in the legal professions;
3. Assist the next generation of women working in the legal professions;
4. Raise awareness on women's rights and advocate for women's causes at all levels;
5. Strengthen women's position in the legal professions through networking, lobbying and exchange of expertise between women;
6. Support activities that promote women rights and underprivileged people's rights as endorsed in international conventions and national laws; and
7. Participate in the field of legal development and legal reform at the national and regional levels and strengthen the rule of law in the Arab countries.

In Jordan, the Network has formed strong partnerships with a number of ministries and public entities such as the Ministry of Justice, the Ministry of Social Development, and the Ministry of Awqaf. AWLN has also developed working relationships with international agencies and donors such as UN Women, the American Bar Association, the Arab Lawyers Union, and others. Moreover, the Network has entered into agreements with a number of universities in Jordan where they provide training, lectures, and other capacity building activities for Law students.

Presently, the organization is providing the following services:

1. Capacity building to women working in the legal field to empower and promote more involvement and equal opportunities;
2. Legal advisory services – free to all women legal workers members in the network as well as to legal institutions; and
3. Research and studies aiming at awareness raising and capacity building.

PROBLEM IDENTIFICATION

Violence Against Women (VAW) has been defined by the UN General Assembly as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”³ According to a World Health Organization (WHO) report of 2013, VAW is a global issue, with 35% of women having experienced some sort of sexual or physical violence by either an intimate partner or otherwise.

Numerous agreements were promulgated to combat VAW, the most significant of which is the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). Jordan ratified the CEDAW in 1992 while maintaining reservations on some of its articles.

Like elsewhere around the globe, VAW is a pervasive issue in Jordan. The Jordan Population and Family Health Survey of 2007 reported that 20.6% of women experienced physical violence by a spouse in their lifetime, 7.6% had experienced sexual violence by a spouse in their lifetime, 23% had experienced physical and/or sexual violence by a spouse in their lifetime, 30.2% had experienced physical, sexual, and/or emotional violence by a spouse in their lifetime, and 32.3% had experienced physical violence by either a partner or someone else.⁴

The issues of VAW are not limited to the prevalence of these incidents in Jordan but extend to how these cases are treated in courts. Freedom House reports with regards to women’s rights in Jordan that “access to justice for women is limited in a variety of ways.” Available literature on the topic points to several articles in the penal code, the most relevant of which is Article 308⁵, that limit the amount of justice women/GBV victims receive in the Jordanian courts. In addition to the law, other factors effectively restrict the amount of justice women can access and enable the lenient sentences handed down by the justice system in cases of gender-based violence. Among these factors are the gender demographics of the judges and lawyers involved, precedent cases, and most importantly the prevailing patriarchal culture that manifests in a system where men are in authority over women in all aspects of society. Such a culture, introduces men and their rights as superior to those of women, and expects women to tolerate violence to retain family honor and unity. Since GBV victims who seek justice in courts are often unsuccessful, many women do not attempt to prosecute their attacker. According to Jordan’s Population and Family Health Survey from 2007, only 7.2% of women who had often been victims of GBV sought help from the police.

Though some recent progress has been made through the amendment of laws to enable better prosecution of GBV perpetrators and the creation of new programs to assist victims of gender-based violence, there is still a significant amount of missing information on the topic. Statistics such as how many women take their GBV cases to court, how many GBV perpetrators are convicted and more importantly how women are actually treated in courts by lawyers and judges, is critically lacking. This information is crucial for a deep understanding of what must be addressed to combat GBV and how to improve anti-GBV programs.

Within the framework of the project *Hemaya*, and in close collaboration with the Ministry of Justice, the Judicial Council, and the Judicial Institute, UN Women in Jordan has been working since 2014 to empower judges and legal practitioners in providing assistance to victims of violence. AWLN, with support from UN Women, has strived to support systems, policies, procedures, and mechanisms to increase respect for the rule of law and to protect women’s human rights by enhancing the capacity of judicial professionals to better deal with survivors of violence.

³ General Assembly Resolution 48/104. Declaration on the Elimination of Violence against Women, 1993.

⁴ Department of Statistics, Jordan and Macro International Inc., 2008.

⁵ Following pressures by civil society/women’s rights organizations and recommendations of a Royal committee established to review the penal code, Article 308 was finally abolished in August 2017.

As part of the *Hemaya* Project funded by UN Women (2014 – 2017), AWLN conducted a baseline study⁶ into the inhibiting and enabling factors for women seeking legal redress through the Jordanian Justice system.⁷ In particular, the study aimed to capture the knowledge, attitudes, subjective norms, and environmental factors driving the actions of justice sector personnel (JSP) in VAW cases and to investigate potential linkages among these factors.

The baseline study has identified inhibiting factors to include gaps in the knowledge, skills, and attitudes of justice sector personnel, a lack of gender-appropriate procedures within the Jordanian justice system (where VAW victims face issues with filing complaints and experience further victimization during the handling of their case in court), inadequate cooperation and information exchange between stakeholders involved in the justice system, and legislative provisions disempowering victims of VAW to seek legal redress altogether.

⁶ The baseline study was actually implemented by the Jordanian Hashemite Fund for Human Development (JOHUD) for AWLN

⁷ USAID CIS, and prior to awarding this grant to AWLN, has supported the organization with technical assistance for the design, management and reporting of this baseline study.

PROJECT BACKGROUND

The goal of AWLN's project "Advancing the Rights of VAW Victims Among the Justice Sector" is "to improve response by the Jordanian Justice sector to cases of violence against women." Three specific objectives will contribute to the realization of this goal, namely:

1. Just and uniform treatment of VAW victims by JSP during their complaint process;
2. Further improved understanding of challenges faced by victims of VAW in Jordan; and
3. A more resilient and effective AWLN.

The implementation of AWLN's project was planned in two distinct phases:

Phase I: Mapping of JSP Resources and Follow up Study: This phase intended to follow up on the recommendations of the baseline study conducted under the *Hemaya* project funded by UN Women. With the USAID CIS grant, AWLN planned to review the *Hemaya* study findings, identify gaps that need additional research, and implement the research study on the inhibiting and enabling factors for women seeking legal redress through the Jordanian justice system.

During this phase, AWLN also planned to map current practices - existing processes and procedures for women victims of violence who want to access justice - including an examination of best practices in various jurisdictions and other Arab countries. The purpose of the mapping exercise is (a) to understand the whole process and to ensure that the legally agreed upon processes and procedures are being implemented/enforced, and (b) to collect, collate and produce a standard enforcement guidelines and procedures for JSP which will bring together all existing best practices (Enforcement Guidelines).

The outcome of the research and enforcement guidelines were to be shared with the relevant justice system bodies and would constitute the basis for training and capacity building of the JSP in Phase II.

Phase II: Training and Capacity Building. During phase II, AWLN planned to conduct a series of workshops including mock trials, two in Amman and five in the governorates, for lawyers, judges, prosecutors, and other members of the justice sector including police, forensic doctors and other intermediaries. These workshops were to train JSP on understanding the guidelines and how to use them during the implementation of their cases in order to improve process responses, collection of evidence, and the judges' ability to make and enforce just decisions. Ultimately, these workshops aimed to create an enabling environment that encourages more formal complaints and enables victims of VAW to receive better justice.

Moreover, and to support achievement of the project's third objective of "a more resilient and effective AWLN," the USAID CIS grant was intended to enable AWLN to review and enhance its organizational structure, including amending the organization by-laws, holding board meetings, and developing an organizational strategy. Additionally, the USAID CIS grant aimed to support the Network in strengthening its membership base by improving (a) member-only benefits, such as access to an online database of legal resources, discount for attendance at events, etc.; (b) members engagement, with country fact sheets, sharing legal resources, connecting with members in other countries, developing advocacy material, etc.; and (c) communication with regular updates on AWLN activities, new resources on the online database and opportunities to get involved.

In summary, the AWLN's project aimed to achieve the following results and to produce the below listed outputs:

Project Results

- Prevent and reduce further victimization of victims of VAW by JSP;
- Improve access to justice for victims of VAW in Jordan with uniform treatment;

- Enhance capacity and improve knowledge of JSP and other stakeholders to respond to VAW in line with existing best practices;
- Improve understanding of the challenges faced by victims of VAW in Jordan; and
- Increase capacity of AWLN to achieve its mission through reforming organizational structure, and growing membership base.

Project Outputs

- Standard guidelines and procedures (JSP Resources) on the treatment of VAW victims during their complaint process;
- A follow-up study to build on the analysis and findings of the UN WOMEN baseline study;
- Approximately 210 JSP in different governorates in Jordan trained on the Enforcement Guidelines and relevant human rights framework; and
- Strategic plan for AWLN and other institutional development manuals and reforms.

Based on AWLN's last progress report, which covers the period through the end of September 2017, mapping and collating of the Enforcement Guidelines have been finalized. The mapping process was supervised by an Advising Committee of three members nominated by the Judicial Council, a lawyer (with experience in working with cases of VAW), and a social development consultant; while the content of the guidelines was suggested and reviewed during a series of five workshops by a Reviewing and Directing Committee composed of members drawn from government, national institutions, and non-governmental organizations. However, while the Enforcement Guidelines were being printed, some of the articles of the law were changed⁸ which required a review of the guidelines in light of these changes.

The delay in finalizing and printing the JSP enforcement guidelines caused a subsequent delay in the implementation of the project phase II - training and capacity building workshops for JSP. Capacity building workshops on the enforcement guidelines started in November 2017 and ended in March 2018.

In terms of strengthening organizational capacity, discussions with the Board of Directors were held over Skype, which led to amendments of the organization's by-laws following BoD suggestions. Additionally, and as part of the organizational development strategy, AWLN has updated its strategy document, developed its financial manual and procurement policies, designed a new organizational structure and developed job descriptions and new communication materials (brochures), and will be working in the coming period on its HR system and software database.

⁸ These changes included amendments on the "Penal Procedures Code", "The Family Protection Law" and the "Penal Code" (articles 308 has been abolished and article 98 amended).

EVALUATION PURPOSE AND QUESTIONS

This is a project performance evaluation of AWLN's project "Advancing the Rights of VAW Victims Among Justice Sector" funded by USAID CIS for JOD 247,069 for an implementation period from November 1, 2015 to February 28, 2018.

The purpose of this evaluation is to assess the relevance, appropriateness, coherence, effectiveness and sustainability of AWLN project and to generate strategic insights, key learning and practical recommendations to inform future programming in GEFE. Specifically, this evaluation will address the following issues:

- a. **To assess** the relevance, appropriateness and coherence of AWLN project objectives in the context of international human rights conventions, Jordan national and institutional framework and organizational mandate;
- b. **To determine** AWLN project performance in terms of achieving intended targets and results as stated in the project's Results Framework;
- c. **To assess** AWLN project' contribution to changes in the Jordanian justice sector management of GBV cases;
- d. **To determine** the extent to which AWLN has applied GEFE and Human Rights Based Approach (HRBA) and principles to grant management and implementation processes;
- e. **To evaluate** the likely sustainability of AWLN project's outcomes beyond USAID CIS grant' life span;
- f. **To provide** recommendations to contribute to community-of-practice learning and inform future project strategies and development *on related issues*; and
- g. **To assess** CIS grant' contribution to AWLN institutional strengthening and organizational reforms.

Evaluation Questions

The evaluation's main questions and sub-questions were proposed in the RFTOP document for all eight GEFE grants. The following set of AWLN evaluation questions have been adapted to capture the unique features of the AWLN grant while still conforming to the framework of questions proposed in the RFTOP document for all eight GEFE grants. The AWLN evaluation questions set out below have been organized under the main themes of relevance, appropriateness and coherence, effectiveness, and sustainability.

Relevance, Appropriateness, Coherence

A. To what extent were the AWLN project' objectives relevant and strategic within the context of Jordan? To what extent did the grant adapt to address changes in the context?

1. Coherent with international obligations
2. Coherent with USAID, USAID/Jordan and program gender policies and priorities
3. Coherent with GoJ national agenda, law, policies and strategies
4. Coherent and harmonized with Jordan' institutional systems and programming
5. Consistent with AWLN organizational mandate and with board of director decisions
6. Appropriate organizational strategy to achieve grant' objectives
7. Relevant to AWLN stakeholder needs and based on dialogue and input
8. Socio-cultural sensitivities inherent to VAW survivors in the justice system
9. Appropriate assumptions and consideration of major risks, challenges and potential negative consequences

Effectiveness

B. To what extent did AWLN achieve or is likely to achieve planned outputs and intended outcomes as stated in the project Results Framework?

1. Achievement of planned outputs and outcomes (taking into account legislative/policy, institutional, *organizational* and socio-cultural aspects)
2. Unintended positive / negative results and issues of collaboration and coordination with government/the justice sector and civil society
3. Major factors influencing intended and unintended results (including influence of operating context on achievement of results or vice versa)

C. What is the likelihood of the project' contributing to changes in the way the legal sector attends to cases of gender based violence?

1. Process of developing JSP resources
2. Dissemination of enforcement guidelines
3. Training of justice sector personnel
4. Stakeholders' involvement

D. To what extent was the project strategy for organizational development effective in strengthening AWLN and developing its membership base?

1. Organizational structure
2. Strategic planning
3. Membership base
4. Capacity building of members
5. Regional outreach

E. To what extent did AWLN understand and apply a human rights-based approach to project management? A gender-sensitive approach?

1. Recognition and application of HRBA principles and practices in the process of designing, managing, and monitoring the project
2. Recognition and application of gender analysis and gender sensitivity in the process of designing, managing, implementing and monitoring the project

Sustainability

F. To what extent was sustainability of outcomes considered in AWLN project design and implementation? What evidence suggests outcomes are sustainable?

1. Integration of supporting measures in capacity development
2. Contribution to strengthened institutional capacity to provide GBV services
3. Replication of model and practice(s) and/or features that facilitate replication
4. Constituency-building, cooperation and coordination
5. Inclusion of government actors and other social institutions

G. What are stakeholders' recommendations for complementary follow up initiatives related to the project aims?

1. Research
2. Capacity building of the judicial sector
3. Capacity building of civil society
4. Strengthening of AWLN

H. To what extent did the CIS grant strengthen AWLN organizational position and management capacity?

1. Recognition and standing
2. Managerial and technical capacity to implement

3. Confidence in and ability to influence (external) decision-making
4. Confidence in and ability to engage stakeholders on gender issues effectively and safely
5. Utilization of USAID CIS technical assistance

EVALUATION METHODOLOGY

The evaluation used a mixed-methods approach that included a desk review of relevant documents and literature, survey, key informant interviews, group interviews and focus group discussions (FGDs) as per the following:

- 1) **Desk Review:** An in-depth review was conducted of AWLN project documents and reports including USAID CIS funding project documents and other donor funded project documents. The evaluation team also conducted a comprehensive review of existing relevant literature and studies in Jordan.
- 2) **Group Interviews:** In-depth group interviews were conducted with relevant USAID CIS staff, members of the advisory committee, participants of the training programs in Amman, representatives of the USAID Rule of Law Program, and participating staff from the Ministry of Social Development. Five GIs were conducted with 10 participants as follows:

Group Interview	Number of Interviews	Number of participants	Gender	
			Males	Females
USAID - CIS	2			
Reviewing Committee members	1	4	3	1
JSP - Amman	1	2	2	
USAID - Rule of Law Program				
Ministry of Social Development	1	2		2

- 3) **Focus Group Discussions (FGDs):** 11 beneficiaries. Participants are disaggregated as follows:

Focus Groups	Number of participants	Gender	
		Males	Females
JSP - Amman	4	3	1
JSP - Irbid	7	4	3

- 4) **Key Informant Interviews (KIIs):** In-depth interviews were conducted with AWLN management and board, donor organizations, partnering governmental organizations and peer organizations, participants of the training programs in the South and members of the reviewing committee. Eleven KIIs were conducted with eleven informants (4 males and 7 females).

- 5) **Survey:** Through the survey, the evaluation team contacted 20 members of the network, 16 of which are Jordanian and 4 from the region to assess their level of engagement and satisfaction in the network.

The evaluation team ensured the engagement of all key stakeholders of the project in one or more of the evaluation methods. Participating stakeholders included:

- Judicial Council
- Ministry of Justice (MoJ)
- Ministry of Social Development (MoSD)
- National Council for Family Affairs
- Family Protection Department
- Public Security Directorate
- USAID CIS
- USAID Rule of Law Program
- UN Women
- JCLA
- AWLN
- Lawyers
- Freelance Consultants

LIMITATIONS

The evaluation faced challenges in the coordination of the FGDs, KIIs and GIs. There was a delay from the Judicial Council in providing the needed approvals, which affected the attendance of invited judges and prosecutors. Besides that, there was a weak level of attendance by judges, lawyers, and members of partner organizations in FGDs and GIs. The evaluation also coincided with the period before the month of Ramadan, which is usually a busy period for many in the sector. However, the evaluation team covered the gap for low attendance in FGDs by conducting a larger number of KIIs, to ensure the participation of all key stakeholders in the evaluation. In light of the repeated attempts to coordinate KIIs with legal personnel and organizations after several cancellations, the evaluation succeeded in conducting 11 KIIs and 5 GIs.

Another challenge was the time period of the five preparatory workshops that the Network conducted and which included the majority of relevant stakeholders in the process of developing and reviewing the guidelines. The preparatory workshops were conducted between October 2016 and January 2017; as such recalling information by participants was challenging. Furthermore, several staff has changed positions since then and are no longer involved in the project (i.e. transferred to a different department that is not relevant to the project).

Finally, a major limitation in assessing the use of the guidelines was the time period of the training programs. JSP trainings took place between November 2017 and March 2018. The time period between the training programs and the evaluation was very close, which limited the ability of the evaluation team to effectively assess the use of the guidelines and gauge long-term impact.

FINDINGS

Relevance, Appropriateness, Coherence

A. Relevance of Objectives, Outputs and Activities

To what extent were the AWLN project objectives relevant and strategic within the context of Jordan? To what extent did the grant adapt to address changes in the context?

Coherence with National and International Obligations

According to USAID CIS and AWLN staff and board members, the purpose of the project and its components are based on key national and international obligations that are relevant to women's rights, women's empowerment, and violence against women. Participants referenced the following international obligations as relevant obligations that were taken into consideration when designing and implementing the project:

- Universal Declaration of Human Rights
- Arab Charter on Human Rights
- Declaration on the Elimination of Violence against Women
- Convention on the Elimination of all Forms of Discrimination against Women
- Convention on the Rights of the Child

At the national level, USAID CIS and AWLN referenced the following:

- The Jordanian Penal Code
- Criminal Procedural Law
- Family Violence Law
- The National Framework for Family Protection

Although there was agreement among USAID CIS, AWLN, and relevant peer/donor organizations on the coherence of the project purpose and objectives with key national and international obligations, explicit reference in project documents was minimal; however there is agreement on its implicit endorsement. The guidelines, which are one of the main outcomes of the project, list and explain all relevant national and international obligations to guide the justice sector personnel on their use and relevance to cases of violence against women in Jordan. The supremacy of international obligations was also addressed in the guidelines and referenced as a key mechanism to address gaps in national laws and procedures. Members of the advisory committee explained the significance of raising the awareness of the justice sector personnel to international obligations and enhancing their capacity to use such obligations, particularly when national obligations do not uphold women's rights. Representatives of the advisory committee referred to the lack of use of international obligations by Jordanian JSP.

Coherence with USAID Gender Policies

Upon reviewing the project documents and interviewing USAID CIS staff, it was noted that the project clearly falls within the overarching direction of USAID policies on eliminating violence against women and gender equality under GEFE. USAID CIS staff explained that the "purpose and objectives of the project promote women's access to justice, and create an enabling environment for women to uphold their rights by empowering the JSP to respond to the needs of survivors of violence against women."

Within the project, the policies were implicitly endorsed. There was no explicit reference in the project documents or by stakeholders. Furthermore, although AWLN realizes the coherence of the

project with USAID gender policies, they were not familiar enough with them to specify such policies or reference them.

Coherence with AWLN Mandate

AWLN, USAID CIS, and peer organizations' representatives in the evaluation confirmed that the project is significantly aligned with AWLN mandate and squarely within its scope. The focus and specialization of AWLN have been identified by stakeholders as key to their success and credibility. "From my experience in working with AWLN, they are very focused and they know what they want to do and this serves their purpose well," explained a representative of a donor agency. Hence, the alignment between AWLN mandate and the purpose of this project further contributes to AWLN's focus and credibility among stakeholders. Additionally, the project was initiated and endorsed by AWLN management and Board of Directors, who agree on its significance, relevance, and potential impact on the judicial system, and its capacity to respond to cases of VAW in Jordan. "We've been involved in this project from the onset, and we have fully endorsed its objectives and outcomes as it represents the core of our mission as a Network," explained a board member.

"From my experience in working with AWLN, they are very focused and they know what they want to do and this serves their purpose well." - Donor agency representative

According to the participants of the evaluation, AWLN's credibility and focus have played a key role in facilitating partnerships, particularly with the Judicial Council, and in engaging key stakeholders in the project; "Samah Marmash, the Executive Director of the Network, and Suhair Toubasi, a board member and working judge in the Higher Criminal Court, are highly credible among members of the Judicial Council and its leadership, which positively reflected on the project and the cooperation level with the Judicial Council," explained a representative of the Judicial Council. Furthermore, partners appreciated the focused approach and level of specialization exhibited in the project and the development process of the guidelines, reflecting in turn the credibility of the network and coherence of the project with AWLN mandate. "When I attended the first meeting I was impressed by the level of participation, particularly the judges represented in the Advisory Committee (core team) for the development of the guidelines, who were all specialized and highly credible judges in Jordan," explained one of the judges in a FGD.

"When I attended the first meeting I was impressed by the level of participation, particularly the judges represented in the Advisory Committee (core team) for the development of the guidelines, who were all specialized and highly credible judges in Jordan." - Judge

Appropriateness of Organizational Strategy to Achieve Grant Objectives

Participants in interviews and FGDs focused on three key effective organizational strategies that were followed by AWLN in its design and management of the workshop:

- a) The strategic partnerships that AWLN developed, particularly with the Judicial Council, were instrumental for the success of the project. Such partnerships were built on mutual respect and agreement on the significance of the project to both the Judicial System and survivors of VAW. The endorsement and cooperation of the Judicial Council has also contributed to the judges' cooperation during the project and the readiness of the Council to cooperate upon the completion of project activities.

Another key strategic linkage that was also referenced by participants in the evaluation, particularly AWLN, USAID CIS, and UN Women, is the coordination that took place between the projects that were funded by both donors through AWLN, which served the same purpose of advancing the rights of women survivors of VAW in the Jordanian Justice System. The linkage between both projects had a positive impact on the design and implementation of this project, particularly in relation to improving understanding of the

gaps of the system through the UN Study and the hardships that women face, and designing the project accordingly.

- b) A multidisciplinary approach that addressed the complexity of VAW cases and reflected the multi-stakeholder nature of the national framework that responds to cases of VAW in nature. “You can’t address a topic as complicated as VAW and not bring all stakeholders into the room. They work together on the ground in responding to VAW cases, so they should be addressed jointly to enhance their cooperation and coordination,” explained a member of AWLN board of directors. The significance of such an approach was particularly noted by non-judicial participants who feel they lack direct access to and communication with judges, despite the fact that their work in responding to VAW cases is interrelated. “This was very important because it allowed us to see the process from the very basic level until it reaches the attorney general, and it showed us the relationship between the two entities that cannot work without one another; they are both equally important and contribute to the final decision makings,” explained a representative of the Family Protection Department.
- c) Finally, AWLN followed a highly participatory approach across the multiple phases of the project, to ensure effectiveness and facilitate endorsement. From the onset, stakeholders were engaged in multiple workshops to design the guidelines, reviewed the multiple drafts that were developed by the core team, and endorsed the guidelines. Stakeholders were also involved in designing and delivering the training on the use of the guidelines. Participants in the evaluation highly valued such an approach and were able to see its impact on the final outcome of the project (the guidelines and their use), as described below and elsewhere in the document.

“You can’t address a topic as complicated as VAW and not bring all stakeholders into the room. They work together on the ground in responding to VAW cases, so they should be addressed jointly to enhance their cooperation and coordination.” – AWLN board member

Relevance to AWLN Stakeholder Needs & Engagement in Dialogue

As noted in the previous section, AWLN adopted an inclusive approach that is based on dialogue with all key stakeholders from the very initial stages of receiving a VAW complaint to issuing a verdict. Within that framework, AWLN, in cooperation with partners, identified gaps within the Judicial System that prohibit women from seeking assistance or that lead to the revictimization of women survivors in the system. Key stakeholders that actively participated in the project included:

- Judicial Council
- Ministry of Justice
- Ministry of Social Development
- National Council for Family Affairs
- Public Security Directorate
- Family Protection Department
- Justice Center for Legal Aid (civil society organization)

At the beginning of the project, AWLN, through its project consultant, conducted a mapping study to identify challenges and gaps relevant to women survivors of VAW in the system. The mapping exercise covered courts from the North, Center, and South of Jordan and interviewed judges as well as prosecutors in these courts. Furthermore, once AWLN created an advisory committee (core team) for the development of the guidelines, which also included esteemed and reputable judges from within the judicial system, AWLN conducted five workshops that brought together stakeholders to collectively identify the main topics of the guidelines; the structure of the document; key gaps that the document will address; and the role of JSP along the different stages of VAW cases. Additionally, participants in these workshops reviewed the drafts of the guidelines, validated the

data, structure, and recommendations shared, and endorsed the draft in preparation for its launch and dissemination.

Besides the participatory approach with relevant stakeholders, AWLN, through the advisory committee, reviewed and included real case studies of VAW, through which gaps were highlighted and best practices were promoted. Through the review of real case studies and the UN Women study outcomes, AWLN aligned the project with the needs of women survivors of VAW, although survivors did not directly participate in the project.

Perceptions of VAW among JSP

The perceptions and attitudes of the Justice Sector Personnel are highlighted by the evaluation team in this section due to its significance and the implication on the effectiveness and sustainability of the project and similar initiatives.

The most noted finding from the interviews and FGDs with JSP was the wide acceptance of violence against women, and the justification thereof, in light of socio-economic factors. Judges and prosecutors were likely to “excuse” first time offenders compared to repeated offenders and “justify” violence when it is a “small” vs. “big” violation, or if it was under the influence of stress or substances.

“We are all part of this society and we have spouses and children ourselves. Our society values the family, which is viewed as sacred, and should be protected. This thinking is also grounded in our culture and religion. Therefore, the judge cannot put all this aside when handling a VAW case.” - Judge

“We are all part of this society and we have spouses and children ourselves. Our society values the family, which is viewed as sacred, and should be protected. This thinking is also grounded in our culture and religion. Therefore, the judge cannot put all this aside when handling a VAW case,” explained a participating judge. Another explained, “the economic stressors of today’s life can lead the husband to hurt his wife unintentionally, you cannot therefore issue a verdict in such cases without considering the stresses the husband is enduring or the extent of violence that happened, and whether it’s an instance or a repeated act.”

Furthermore, judges and prosecutors explained that the definition of violence against women varies because of socio-economic and geographic factors. “If a man screams at his wife in Amman, it might be considered violence, yet this could be widely accepted in Karak, for example; and therefore violence should be defined in the context where it takes place,” expressed one of the participating judges. He continued to explain, “There is a difference between rural and urban communities when it comes to defining VAW, and that should be considered when reviewing cases.” Although the project, through the guidelines, sets clear definitions for violence and rights, the socio-cultural angle strongly affects the perceptions of JSP and consequently their investigations and verdicts.

“There is a difference between rural and urban communities when it comes to defining VAW, and that should be considered when reviewing cases.” - Participating judge

Judges also explained that they are not only concerned about issuing “just” verdicts when it comes to cases of VAW, but they are also as concerned about the implications of their verdicts on the family, children and women involved. “If I issue a verdict to imprison the perpetrator (husband), what will happen to the woman and her children? He’s the main breadwinner,” explained one of the judges. Judges and prosecutors went further to explain the weakness of the national system in protecting and supporting women survivors, and how their decisions can contribute to the vulnerability of victims. “Lack of protection, social and economic services for the victim prevents us many times from only considering the rights of women survivors, but rather take all of that into consideration, and consequently issue a safe rather than a solely just verdict,” explained a female judge. Within that context, safe verdicts mostly prioritized the family welfare as opposed to the “best interests” of women survivors. “In our society, family comes first. Family is sacred as defined

by religion and society, so we need to maintain the unity of the family to the best of our ability,” explained one of the participating judges. Another judge further explained, “Many times judges don’t prosecute perpetrators to protect family ties, but what message are we sending to the victim? We are protecting the unity of your family by protecting the perpetrator while you are destroying the family unity by claiming your right for protection from abuse, which is severe abuse in so many cases.” One PSD member explained, “The general welfare of the family is more important. For example if I arrest a husband for three days and he is released on bail, after he leaves jail he divorces his wife and abandons his children - this is the reality. When can I apply the law and not be fearful of the ramifications of applying these regulations; without them causing social problems because of the absence of social and protection services for women?”

Socio-Cultural Sensitivity

Socio-cultural concepts, perceptions, and attitudes are highly related to the topic of VAW and consequently to any project or initiative that aims to respond to cases of VAW in Jordan. AWLN reflected an awareness to and understanding of the implications of socio-cultural sensitivities on JSP’s responses to cases of VAW in Jordan and consequently took several measures to address this challenge, particularly in light of the wide JSP acceptance and justification of violence against women.

First, AWLN highlighted the key gaps in the JSP’s responses to cases of VAW that are grounded in negative cultural perceptions and attitudes towards women’s rights and violence against women. The influences of society and culture on VAW cases were evident in the cases that were discussed across the different workshops and were later included in the guidelines to highlight the impact of socio-cultural considerations on the fairness and justness of legal procedures and verdicts in cases of VAW.

Second, the issue of attitudes and perceptions was also addressed in the different workshops and trainings that AWLN held under this project. According to KII and FGD respondents, AWLN and the core training team highlighted this matter and facilitated a dialogue among participants in each workshop to lay the ground for a common and positive understanding around women’s rights and VAW.

However, it was noted in KIIs, GIs, and FGDs that many Justice Sector Personnel who participated in the evaluation still hold negative perceptions towards VAW and women’s rights. “Judges are members of the community, and at the end of the day they go back to their social understanding of VAW and women’s rights, and the socio-cultural definitions of such concepts,” explained a female judge and a member of the Network. Participants many times drifted between endorsing women’s rights and stressing the importance of maintaining family unity, and they often chose to sacrifice women’s rights to protect the social fabric and unity of families in Jordan. Participants in AWLN’s workshops and the evaluation are aware that VAW survivors are many times re-victimized in the Jordanian justice system, yet they find that re-victimization justifiable from a socio-cultural angle.

Furthermore, a few Justice Sector Personnel were even provoked by AWLN’s approach towards VAW and women’s rights. “VAW is not black and white, there is a family involved in the case, and you can’t ignore that when you are reviewing cases of VAW,” explained a female judge in one of the FGDs. A male judge added, “Women’s rights were taken to an extreme in these workshops sometimes, something that is against our culture and religion”

“Judges are members of the community, and at the end of the day they go back to their social understanding of VAW and women’s rights, and the socio-cultural definitions of such concepts,” – Female judge

Consideration of Risks, Challenges and Consequences

According to AWLN and participating stakeholders, the network managed, to the best of its ability, to mitigate the major risks and challenges that were expected when advancing the rights of VAW victims among justice sector personnel. Risks that were identified by the Project included the topic

itself; VAW and women's rights; and the group that the project aims to target: justice sector personnel. Participants in interviews and FGDs emphasized that the topics of VAW and women's rights are sensitive issues layered by multiple risks when they are addressed at the national level. Risks that were referred to include corroding the social fabric by challenging patriarchal norms and social traditions, as well as challenging what was referred to as "religious teachings" in relation to violence against women and women's rights. These risks were heightened by the nature of the target group, particularly judges, who are usually approached with high apprehension by partner organizations, especially civil society organizations, as noted by both AWLN and USAID CIS.

Furthermore, the Project had set out to also expose the loopholes and failures of the judicial system in responding to cases of VAW, a major risk especially when the project was seeking the cooperation and participation of justice sector personnel in general and the Judicial Council in particular. Such risks were further exacerbated by the source of AWLN's funding for the project (USAID funding), which is a sensitive issue when addressing a topic like VAW, as the project could appear as meddling in the work of the justice sector or trying to impose Western values on Jordanian society.

AWLN in cooperation with USAID CIS noted such challenges early on in the project design and launch and consequently has taken several measures to mitigate such risks. Initially, AWLN sought a strategic partnership with the Judicial Council, one that was built on credibility and mutual respect. Within that context, the Network capitalized on the understanding and cooperation of the newly appointed head of Judicial Council, who was open to the partnership as well as the need for improving the justice system's response to cases of VAW. Additionally, the project coincided with the formation of the Royal Committee for Developing the Judiciary and Enhancing the Rule of Law, which also supported the objectives of the Project. Respondents have spoken highly of the credibility of AWLN and its board of directors and management, which also supported the realization of the project objectives and the mitigation of risks.

In addition, respondents commended the project strategies in mitigating risks, particularly the multidisciplinary approach of the project and the key participation of judges in the design of the guidelines and implementation of the training programs. Participants referred to the "professionalism," "relevance" and "localization" of the advisory committee (core team) which led the design of the guidelines in collaboration with key partners, as well as rolled out the training activities of the Project. "The advisory committee is not only made up of judges; but more importantly they are reputable and specialized judges," explained a female judge and a member of AWLN's board of directors.

"The advisory committee is not only made up of judges; but more importantly they are reputable and specialized judges." – Female judge

Effectiveness

B. Performance and Results

To what extent did AWLN achieve or is likely to achieve planned outputs and intended outcomes as stated in the project Results Framework?

Achievement of Planned Outputs and Outcomes

AWLN's project "Advancing the Rights of VAW Victims Among the Justice Sector" goal was "to improve response by the Jordanian Justice sector to cases of violence against women." AWLN originally set out to achieve the following outputs:

- Standard guidelines and procedures (JSP Resources) on the treatment of VAW victims during their complaint process;
- A follow-up study to build on the analysis and findings of the UN WOMEN baseline study;
- Approximately 210 JSP in different governorates in Jordan trained on the Enforcement Guidelines and relevant human rights framework; and

- Strategic plan for AWLN and other institutional developmental manuals.

AWLN achieved all planned outputs except for the follow up study. The original plan was to produce a follow up study to the one released by UN WOMEN in 2016; however, in agreement between USAID CIS and AWLN, this particular activity was replaced at the initial stages of the project with capacity building workshops for the JSP. According to USAID CIS, conducting another follow up study would not have fulfilled any new purpose and would have only served to replicate the first. In that light, both USAID CIS and AWLN decided that it was more important and relevant to conduct additional trainings instead.

With regards to the training, this output was altered from a two-day to a one-day workshop. This was ultimately due to the availability of judges, as freeing judges from their posts for a shorter period of time was preferable to the Judicial Council, in terms of coordination and seeking approvals for the judges to participate. Additionally, funding for the workshops in the North, South, and in Central Jordan was also limited, particularly in relation to allocating both transportation and accommodation costs.

Unintended Results

A key unintended positive outcome that was reiterated throughout the various KIIs and FGDs pertained to the dialogue that took place between the different actors/sectors throughout the preparatory phases and during the trainings in particular. Due to the multidisciplinary approach utilized throughout the project, bringing in key players operating within the VAW sector allowed for communication channels to develop organically and regularly. This was deemed surprisingly positive, since initially, as explained by both USAID-CIS and AWLN, there was hesitation and reluctance to group judges with lawyers and other stakeholders in one training program, due to judges' elevated status within the JSP and the respect bestowed upon them by other professionals. AWLN was concerned with how this grouping of different backgrounds would ultimately unfold. The intricacy of the situation required AWLN to carefully manage the multiple representatives in the workshops. In the end, the grouping of various stakeholders proved to be a successful strategy that was adopted by the project.

Another unintended result highlighted by AWLN was the heightened interest in joining AWLN activities, as a result of working with both male and female professionals within the JSP. Consequently, AWLN created a group entitled "Friends of AWLN" for male professionals who are interested in keeping up to date with the Network's activities. As clarified by AWLN, this group was launched in response to the growing interest of male professionals in the Network and their inability to join it considering membership is only opened to women.

C. Sector-Level Changes

What is the likelihood of the project contributing to changes in the way the legal sector attends to cases of gender based violence?

Process of Developing JSP Resources

The development of JSP guidelines was an effective element of the project that was planned and carefully executed by AWLN. Several factors contributed to the successful development of the JSP resources. Once again, the participatory methodology that was adopted by AWLN to invite various actors/sectors to the preparatory workshops and the initial consultation phases of the project highlighted the multidisciplinary approach utilized during development. It also effectively represented the multidisciplinary sectors, which signify the complexity and needs of VAW cases, thereby representing the actual system working on the ground to respond to cases of VAW on a national level, while also reflecting the Jordanian context as it pertains to the involvement of these various stakeholders. One JSP representative even stated that the main advantage of the resource was that it preserved the local context, as it was developed by national experts and was not infiltrated by a "Western" voice, as opposed to other resources developed by CSOs.

Secondly, because the experts chosen to develop the resources were from within the Judicial Council, they brought forth the needed technical expertise that was required to develop and produce relevant and sound information. Additionally, their specialization within both the legal field and the topic of VAW was commensurate with the rigor and comprehensiveness required for the development process.

Third, AWLN held a total of five interactive workshops during its preparatory phases. This series of workshops represented the dedication of the Network to invite and consult with the necessary legal and non-legal personnel to understand the entire process a complaint passes through. It also provided the Network with the foundation it required to develop guidelines that respond to existing challenges and loopholes within the system on the ground. It even allowed for multiple rounds of revision on the content that was to be included in the guidelines, and more importantly, ensured the commitment of each representative to their respective responsibilities towards the development process.

The development process also took into account the need to reflect both national and international relevant legal frameworks. The guidelines explicitly outlined both international and national obligations and drew linkages between these obligations and their relevance to responding to cases of VAW, thus promoting the adoption of these legal instruments by lawyers and judges alike during legal proceedings.

The resource itself became a valuable tool. As expressed by numerous judges and lawyers throughout the interview process, two elements specifically contributed to the effectiveness of the actual guidelines. The first pertained to the actual use of case studies. Various responders stated that this contributed to the credibility, practicality, and relevance of the guidelines. Other responders stated that it also shed light on practices taking place within the Jordanian legal system, thus revealing legal loopholes, which put women at a greater disadvantage during legal proceedings. The second point reported was the effectiveness by which the guidelines highlighted, in response to the loopholes and the incorrect or lacking procedures, the procedures that should be taken in each step of the case as per the national laws and international best practices, thereby facilitating its adoption by legal personnel.

Finally, what contributed to the effectiveness of resource development was the specialization, commitment, and passion of the advisory committee (core team) about the need for change. As stated by members of the advisory committee that developed the guidelines, they were invested in the project. Members of the advisory committee were committed to producing a quality resource to be utilized nationally and to developing a set of guidelines that would ensure women's access to just trials, thus upholding their fundamental human rights. A male member of the advisory committee explained "What sets these guidelines apart (from other resources) quite honestly is that we poured our souls into this. What is written in here isn't just ink on paper, but a literal part of ourselves; our blood and sweat. What's in here is about people's honor and the hardships women face to access justice and their real suffering".

Dissemination of Enforcement Guidelines

Dissemination of the guidelines took place both nationally and regionally. AWLN carried out a widespread dissemination of the guidelines across Jordan, targeting the three regions - North, Central and South - following each of the eight training workshops conducted. This was an effective strategy and it ensured that each participant that attended the training received his/her own copy for future reference.

Regionally, AWLN disseminated 640 guidelines to female activists during one of their regional meetings in Spain. During that meeting, the guidelines were also presented to the Spanish Foreign Ministry. Additionally, AWLN uploaded the guidelines electronically, which facilitated its access at

both national and regional levels. Furthermore, at the regional level, the guidelines have been used as training material by a peer organization as reported by a representative of that organization, reflecting not only the dissemination but also actual use of the guidelines.

AWLN has also set out to disseminate the guidelines through its strategic partnerships. As reported by AWLN and USAID CIS, the Network received a verbal endorsement by the Judicial Council for the use of the guidelines for capacity building of future judges. However, this requires consistent follow up from AWLN to ensure the adoption and use of the guidelines. Furthermore, and as stated by AWLN, the guidelines were also endorsed by the Judicial Institute as part of its trainings on women issues. This is another testament to the effective dissemination and use of the guidelines.

One point worth highlighting, however, is that when asked about dissemination, the partners unanimously stated that they had received a copy of the guidelines; however, only a handful of mostly lawyers and two judges reported that they had actually used the guidelines. One judge stated, “I went back to the guidelines and used them in a case based on Shari’a law that had to do with a woman and her children, and I had to use them to convince the Shari’a lawyer of my argument who might not be as aware as a regular judge in these matters.” At the same time, many JSP personnel reported that they have not yet used the guidelines, especially that the trainings ended in March 2018, but they are aware of their availability.

“I went back to the guidelines and used them in a case based on Shari’a law that had to do with a woman and her children, and I had to use them to convince the Shari’a lawyer of my argument who might not be as aware as a regular judge in these matters.” - Judge

Training of Justice Sector Personnel

As part of project activities, AWLN conducted training workshops for members of JSP and representatives of governmental and non-governmental entities. Respondents unanimously reported that the training delivered by AWLN was effective in raising their awareness to and understanding of the guidelines. Several factors contributed to this effectiveness. First, the representation in the workshops by multi-relevant stakeholders, including the Judicial Council and other partners such as FPD, peer organizations, and governmental entities, was an effective approach. The partnership with the Judicial Council was also invaluable in facilitating the active participation of judges, who were the main target group of the project. Furthermore, USAID CIS stated that AWLN adopted a thorough approach to ensure that first line responders were involved in the training and did not overlook any justice sector personnel.

Second, the trainers came from the judicial system. This was deemed to be important by interviewed JSP personnel for several reasons. Primarily, it ensured that those delivering the program were legal experts and were able to clarify legal concepts and processes. Secondly, this peer-to-peer approach of utilizing judges to train other judges contributed to the credibility of the training. Judges reported that they were better able to understand and adopt the information presented because a fellow judge was offering it, as opposed to, for example, a CSO representative. Thirdly, and as reported by a member of the Advisory Committee, the utilization of judges as trainers provided the core team with the authority it required to challenge any perceptions that the trainees might have expressed on the credibility of the information provided. In this light, if participants argued that no loopholes exist in the legal proceedings, the trainers were able to challenge these assumptions and clarify from a legal standpoint how these actual cases were processed.

The presentation of actual cases was another effective strategy utilized during the training. This allowed the participants to directly assess the experience of survivors of VAW as their cases were processed within the legal system. At the same time, it highlighted what actually takes place as opposed to what must take place in terms of best practice procedures. The use of actual case studies also facilitated a deeper engagement of participants, as it prompted a discussion on the experiences of JSP in similar situations, thus highlighting the frequency and extent of infractions of

women's rights within the system. Additionally, the use of case studies allowed participants to speak out against the errors that take place when applying procedures. As explained by a respondent from the PSD, this includes the flaws in communicating information between prosecutors and the judicial officer (the first line of enforcement authority to receive a case).

Thirdly, the training methodology adopted was interactive and application based, meaning that participants considered actual cases upon which the learning was applied, and was deemed effective by those interviewed. One FPD representative reported that because the training was application based, she was able to not only understand the information presented but it also stay attentive and interested throughout the program. "I was very engaged throughout the entire workshop." Additionally, multiple respondents such as judges, lawyers and members of the PSD reported that the information presented was clear and straight to the point, contributing to the effectiveness of the training methodology. One judge from the North stated, "The trainers used an interactive approach that prompted attendees to participate in each topic presented, and they were all excited to participate, and even the way that the information was presented was great."

*"The trainers used an interactive approach that prompted attendees to participate in each topic presented, and they were all excited to participate, and even the way that the information was presented was great."
– Judge from the North*

A fourth effective strategy adopted during the training was the engagement of multi-stakeholders representatives that work within the system. As aforementioned, this inclusion of various stakeholders facilitated dialogue between participants, especially that it took place outside the courtroom. It also allowed them to learn about their complementary roles and how the cases are processed within the overall system, thereby improving learning outcomes. This was stated by both judges as well as junior staff who stated that due to this multi-stakeholder representation they were able to acquire new information related to how cases are processed within the system.

Conversely, there were many elements to the training that were not deemed as effective by the participants. The duration was seen as limited. This was reiterated constantly throughout the various interviews conducted with multiple stakeholders, and was also noted by AWLN. The training aimed to cover VAW concepts, legal obligations, procedures and case studies during the one-day workshop, and AWLN specifically reported that the topics addressed in the manual required extensive time and effort to cover all aspects fully, which they did not have. The training also aimed to address the socio-cultural implications of VAW on legal proceedings and judges' perceptions in that regard, and although they touched upon this, they were unable within the timeframe of the trainings to fully address this matter. Participants did not reflect a new understanding with regards to attitudes and perceptions related to VAW. On the contrary, several JSP personnel interviewed exhibited a high level of acceptance and justification of VAW, as well as revictimization/blame of the survivor of violence; as one judge from the North stated, "I found that the workshops focused a lot on women's issues, when at times, we see cases where the woman is to blame for everything." Furthermore, a few participants reported that the trainings did not provide enough evidence regarding the magnitude of VAW in Jordan through the use of statistics/factual evidence. One judge specifically reported that she needed to be convinced of the status of VAW during the training program, thus reflecting that the training was not particularly effective in explaining the scope of VAW on a national level.

*"I found that the workshops focused a lot on women's issues, when at times, we see cases where the woman is to blame for everything."
– Judge from the North*

Yet it is important to note positive attitudes among some of the interviewed JSP personnel, specifically pertaining to their understanding and perceptions of VAW. One judge participating in a FGD in the North reported that throughout his 10 years of practicing law, he had only on one or two occasions passed a verdict arresting the perpetrator of violence. In comparison and as a result

of the training program, he reported that he started processing cases differently and over the past few months passed a verdict to arrest the perpetrator of violence twice. As one respondent said:

Following the training, we looked into the details of each case and we looked into the process of arrest specifically. The justification behind arrest is there, but to arrest someone, that as a procedure isn't easy- there are many factors we need to consider [as judges]. As for the impact of these proceedings, this was where the effect of the training was: more arrests were made. The examples provided in the training made us look at these issues from a different perspective. At the same time there might be some malicious/vicious charges made [against men] because not everything a woman says [about her case] is true.”

Another shortfall of the trainings was in regards to the training participation criteria. As reported by USAID CIS, AWLN was constrained in its ability to nominate judges to attend the training. The decision was ultimately that of the Judicial Council. As reported by AWLN, this did not guarantee the actual participation of judges in the workshop, nor did it ensure the adherence of the judges to the attendance criteria, as at times more judges would show up to the training than originally anticipated.

In terms of representation, both AWLN and USAID CIS stated that no stakeholder groups were overlooked throughout the project. However, stakeholders' responses reflected a different reality. Multiple stakeholders reported that the trainings should have targeted governors. The objective of the project was to build the capacity of JSP, and while governors are not part of JSP, they are directly involved in the response to VAW cases on the ground. Many cases, particularly when they are felonies (as opposed to misdemeanors) are referred to governors rather than courts. Participating stakeholders therefore emphasized the significance of targeting governors in future trainings. Additionally, participants referred to the importance of including the following stakeholders in future trainings:

- (1) JSP from the *Shari'a* Courts. As reported by an AWLN Board Member, their involvement is critical as they process many cases that could involve VAW, such as divorce cases.
- (2) Representatives of the National Center for Human Rights who receive complaints of VAW and can directly be involved in cases.
- (3) The Lawyers' Union. Members were invited to participate, but did not due to reservations against foreign funding.

Stakeholder's Involvement

One of the most effective strategies utilized by the project was stakeholder involvement. Both USAID CIS and AWLN reported that the representation through the Judicial Council and other partner organizations was effective. These partnerships contributed to the success of the project as they ensured their buy-in and involvement from the initial stages. As noted in previous sections of the report, there was a unanimous view that participation of stakeholders in the workshops was effective. The respondents reported that it created an understanding of the importance of the inter-linkages between the different roles serving the same case and the impact of that on the final verdict. As aforementioned, the lack of hierarchy in the training room compared to the courtroom facilitated constructive dialogue between the different parties helped them work together during the workshops. Participants further noted that they coalesced in smaller groups based on their shared perceptions and opinions as opposed to their fields of practice or positions. The project was therefore effective in facilitating dialogue and unifying shared perceptions among multiple stakeholders in support of women's rights and against VAW.

Participants noted that the project did not effectively ensure both “horizontal” and “vertical” levels of participation among partner organizations (the only exception being the representation of the Judicial Council). Participation was at the level of front liners. Senior management was not approached by the project nor participated in any workshops/trainings. This affected the potential for endorsing the guidelines in these organizations. A member of the FPD said that while she became

aware of the guidelines her supervisor did not. This affected the application of the guidelines within her institution.

D. Organizational Development

To what extent was the project strategy for organizational development effective in strengthening AWLN and developing its membership base?

Organizational Structure

USAID CIS grant assistance resulted in significant institutional development of AWLN in both enhanced managerial and technical capacity. AWLN's institutional capacity to provide services and enhance its membership base was strengthened through USAID CIS's provision of technical and managerial support. Both AWLN and USAID CIS reported that the organizational development support significantly elevated the status of AWLN from an entity that relied on the efforts of individuals and one that was working in a haphazard manner to a fully functioning organization.

The USAID CIS noted that AWLN was extremely receptive and responsive to the Institutional Capacity Assessment Tool (ICAT) that USAID CIS used to evaluate AWLN's capacity and consequently enhance its institutional capacity. As per USAID CIS reports, there was an overall improvement across the three years of the ICAT process. AWLN achieved a 28% improvement, progressing from an overall score of 2.64 to a score of 3.66 out of 5.

Throughout the project, AWLN worked closely and effectively with USAID CIS on the institutional development of the organization. The grant embedded a 10% capacity building component in the grant under the USAID CIS' Civic Initiative Support Fund. As a result of this allocation, the Network was able to develop multiple reference documents and policies throughout the project timeframe.

Through collaboration with board members and staff, AWLN developed a new strategic plan for the years 2017-2021. The strategic plan was developed in a participatory and engaging manner, which led to the development of a practical document endorsed and implemented by the board, management, and staff. Additionally, AWLN amended its bylaws and was able to conduct a general assembly meeting with a total of 106 local and regional members. Both USAID CIS and AWLN reported that it was during this meeting that the strategy and by-laws were endorsed and the general assembly elected new board members.

Additional reference documents and policies developed by AWLN in cooperation with USAID CIS include:

- Financial and administrative manual
- Procurement policy
- HR policy
- Administrative instructions for the board of directors
- Internal communication system
- Occupational safety and health instructions
- Good governance of the board
- Staff capacity building work plan
- Career progression plan
- Database software
- QuickBooks accounting software

Membership Base

The USAID CIS grant also allowed AWLN to effectively revitalize and develop its membership base. Since the Network had experienced a period of inactivity, it was of utmost importance that the Network reconnects with its targeted members. Through the organizational development component of the grant, AWLN was able to reactivate memberships and increase its members to

155 women, of whom approximately 80% are from Jordan and 20% from the region. AWLN invested in rebuilding its members' trust and hired a staff member to lead this effort. AWLN revisited and developed its by-laws and was able to re-attract its members through the provision of:

- Member only benefits;
- Increased capacity building activities; and
- Member engagement through social media, sharing legal resources, and developing advocacy material.

As part of this evaluation, a survey targeting 20 members of the network was conducted to assess the details of their membership and their satisfaction with it. A total of 16 respondents were from Jordan and four from the region (Palestine and Saudi Arabia). Survey results revealed that 10 respondents joined between 2015 - 2018 and the other ten renewed their participation between 2016 - 2018, reflecting the reactivation efforts during the project period. When asked about reasons for joining the network, the most frequent responses were consistent with the objectives of the Network and the services provided to re-attract members. These included:

- To advance my work/career
- To expand my legal knowledge
- To network with female legal professionals in the region

Additionally, AWLN ensured ongoing and regular communication with its members and organized an orientation meeting to inform them of the election procedures in May 2017, and to provide regular updates.

Results of the survey also revealed that satisfaction with AWLN services was quite high among respondents, with a total of 5 out of 20 respondents reporting they were somewhat satisfied and 13 out of 20 saying they were very satisfied with AWLN services/benefits. Among the reasons the respondents provided for their satisfaction were:

- Organization of activities
- Resources shared through the network
- The capacity building opportunities provided
- The networking with other members.

Capacity Building of Members

As part of its membership revitalization process, AWLN increased its capacity building activities for members. Throughout the life of the project, AWLN conducted 20 capacity building workshops for members during the period of October 2016-May 2017. This was reflected in the survey responses in which 16 out of 20 respondents reported having attended at least one training workshop by AWLN since 2016.

AWLN adopted successful strategies for planning and conducting capacity building workshops that contributed to an effective capacity building approach with its members. These strategies included:

- Using a participatory approach to select training topics - as reported by one member interviewed from a peer organization, "AWLN constantly consults with members in the types of legal programs they would like to receive additional trainings on; an approach that's inclusive and positive."
- Setting criteria for member selection and following a transparent mechanism in the selection process to ensure fairness and build trust.
- Monitoring and evaluating the effectiveness of capacity building programs. As stated by AWLN, this allows the Network to keep track of all comments/suggestions by members and enhance the quality of future programs.

AWLN's strategies for planning and conducting capacity building workshops were reflected in the members' satisfaction with training workshops in the survey. When asked to rate the organization and content of these workshops, all respondents who attended workshops were either somewhat satisfied or satisfied with the content and the organization of these workshops. 94% of respondents were also satisfied with the speaker/trainer and the opportunity these workshops provided for networking purposes.

Given the annual schedule for workshops, key recommendations by survey respondents included variation of workshop topics according to members' years of experience, and transparency in selection of attendees. Other recommendations included continued networking, and exchange of knowledge and experiences at the regional level.

It is worth mentioning that AWLN's move to its new HQ location, which was also supported by USAID CIS, contributed to the sustainability of ongoing capacity building programs and engagement of members. The facility is better equipped to hold various capacity building programs in an effective way, as it now offers both the space and technical equipment to deliver these programs on an ongoing basis. It also provides the space needed for members to meet and work from the Network when needed.

Regional Outreach

AWLN's efforts to revitalize its membership were not restricted to its local members, but also reached the regional level. The increase in AWLN's credibility as well as the outcomes of the project and the institutionalization of the network paved the way for additional funding received from the Spanish Government to enhance the response of eight Arab Countries to cases of VAW, utilizing a similar methodology and approach as the one adopted in Jordan. Additionally, AWLN leveraged its relationships with its regional members and in addition to its capacity building efforts, organized for speakers to hold talks on various legal matters, such as that held by a guest from Libya on "Strategic Litigation." This in turn created interest in the Network's activity on a regional level. Additionally, the increased activity of the network and social media presence heightened interest of local and regional members. AWLN reported that social media interest jumped from 1,200 to 6,000 followers.

As a result of the USAID CIS fund, AWLN was also able to organize three regional meetings with members of the Network on women's rights issues. This remains a challenge for the Network, however. As reported by AWLN, the Network is a regional one and regional members are not benefitting from the capacity building programs to the same degree as local members. Available funding limits the Network's ability to cover the cost of regional members. The Network had attempted to address this gap by asking members to cost share. The Network is also trying to address this challenge by approaching multiple donors.

E. Human Rights Based Approach and Gender

To what extent did AWLN understand and apply a human rights-based approach to project management? A gender-sensitive approach?

Gender Sensitivity and Gender Analysis

Gender analysis considers six dimensions of relationships between women and men in relation to the planning and implementation of the project: 1) Access, 2) Knowledge, Beliefs, and Perception, 3) Practices and Participation, 4) Time and Space, 5) Legal Rights and Status, and 6) Power and Decision-Making.⁹ AWLN based its project on the recommendations and outcomes of a study conducted in collaboration with UN Women on how the justice sector currently responds to cases of (VAW), and how victims of VAW perceive and experience seeking legal redress through the

⁹ USAID. Tips for Conducting a Gender Analysis at the Activity or Project Level: Additional Help for ADS Chapter 201. Working draft. Washington, DC: 2010. http://pdf.usaid.gov/pdf_docs/pdaxc964.pdf.

Jordanian justice system. The study revealed that women disproportionately experience inequality when accessing the country's justice system and identified knowledge, attitudes, and norms that affect JSP actions/perceptions towards VAW.

AWLN based its efforts on the study's recommendations, most notably on:

- Introducing and mainstreaming comprehensive procedures for filing/receiving complaints and handling cases of VAW in the justice sector, which were addressed in the guidelines and the training workshops.
- Addressing knowledge, skills and attitudes of personnel in the Justice sector, which was addressed during the workshops.

As reported by AWLN, the project (through the development of the guidelines) promotes gender sensitivity through addressing the socio-cultural aspects of defining gender and gender based violence, yet did not reach the level of promoting gender equality, as this is beyond its scope. A member of the AWLN board said: "equality does not exist in the system in the first place, so our work promotes gender sensitivity when addressing cases of VAW, but we're way far from promoting something that doesn't exist: equality".

"Equality does not exist in the system in the first place, so our work promotes gender sensitivity when addressing cases of VAW, but we're way far from promoting something that doesn't exist: equality." – AWLN board member

Separately, AWLN attempts to promote the engagement of men in the promotion of gender equality through the establishment of the "Friends of AWLN" to promote the participation of male legal personnel who are interested in the Network's activity. This will ensure a broader spectrum of support to the issues AWLN is championing and will sensitize male JSP to the topic of gender equality and women's rights. Furthermore, as stated by USAID CIS, there is a thorough understanding on the part of the Network of gender sensitivity and women's needs/issues.

Human Rights Approach

Findings of the interviews and desk review revealed that the AWLN project/mandate was implicitly guided by the HRBA. As reported by AWLN, VAW is a Human Rights issue that is tackled from a legal perspective through the inherent functioning of the Network. As stated by the Network, "The work we do is not only founded on legal principles but human rights principles as well." However, these principles framing the relationship between duty-bearers and rights-holders including non-discrimination, participation and accountability were not explicitly referenced in project documents.

"The work we do is not only founded on legal principles but human rights principles as well." - AWLN

Nevertheless, the guidelines that were developed to enhance the rights of women in regards to access to justice and creation of an enabling environment for women to seek their rights are grounded in a Human Rights Based Approach. The guidelines also explicitly outlined the International Human Rights Conventions, their relation to VAW, and their obligations towards the national legislations. "During the very first meeting, at the Landmark when we set our work-plan we knew what main categories we needed to include for the judges....we wanted to measure their understanding of human rights and we included several definitions on women's rights, gender and sex and violence," said a Member of the Directing Committee.

Sustainability

F. Sustainability of Outcomes

To what extent was sustainability of outcomes considered in AWLN project design and implementation? What evidence suggests outcomes are sustainable?

Institutional Capacity

The institutional partnerships that AWLN developed served as a solid foundation for the institutionalization and sustainability of project outcomes (most notably with the Judicial Council). Additionally, and as a testament to the sustainability of project outcomes, AWLN requested and was able to receive a written commitment from the Council on the achievement of project activities and the Council's commitment towards continued partnership in that regard. Furthermore, and upon the completion of the project, the Judicial Council assigned 107 specialized judges to look into cases of family violence including VAW. Approximately 88 of the assigned judges have been trained by the project, which reflects the partnership between the Network and the Council and the opportunity to further invest in the assigned judges. Such an approach towards specialization elevates the response of the Judicial Council from an individual based response to a wider level. Additionally, AWLN reported that the relationship established between the Network and the Judicial Council is an ongoing one, with work continuously taking place between the two entities.

Replication of the Model

Several factors contributed to the sustainability and replication of the model adopted by AWLN. Primarily, the dissemination of guidelines took place regionally and internationally (a conference in Spain), thus growing the potential for replication and use. AWLN has also adopted the model/methodology used and is currently replicating it in eight countries within the region as part of a newly funded project by the Spanish government. The project is looking at the mechanism that AWLN adopted throughout its preparatory and implementation phases, and will offer lessons learned to the organizations working to develop similar guidelines. Additionally, both local and regional partners expressed interest in the guidelines and how they were developed to plan for similar ones. More specifically, NCFA stated that they are looking at AWLN's experience during this project, as it is developing its own guidelines with the Judicial Council on the new Family Violence Law. As mentioned earlier, the guidelines were also used in Palestine by a peer organization during a training program.

G. Organizational Position and Management Capacity

To what extent did the USAID CIS grant strengthen AWLN organizational position and management capacity?

The project strengthened AWLN's organizational capacity to meet its strategic objectives. As reported by USAID CIS, AWLN transitioned from an entity that relied on individuals to an institution with a mandate, strategy, structure, and internal systems and procedures. "Samah literally raised it from the dead. She raised the network from the dead, because they got the grant," one respondent said. Additionally, the reputation and public standing of the organization was enhanced as a result of the project, as it was able to successfully implement the project and revitalize its membership network.

In terms of staffing, the capacity within the organization varied. In terms of management, it is apparent that there is strong and capable leadership within the organization that was able to successfully elevate the organization during this transition period. USAID CIS stated, "the organization originally was never fully functional as an association, it was all donations and based on volunteer time. Now - when they got Samah - is when they realized that it does not work to keep the institution like this. They never had an executive manager before Samah to be fully operational." At the same time, it is important to note that the organization still suffers from a lack of strong technical qualifications at the middle management level, an aspect that is important for the functioning of any institution. As expressed by AWLN, this is still a significant need.

Respondents from the advisory committee and members of the reviewing and directing committee noted that AWLN faced challenges in project coordination and management. For example, as one prosecutor commented to the team, some judges (nominated for the Advising Committee) were

not invited to the initial meetings on the development of the guidelines without offering them a clear explanation about the selection criteria. AWLN also faced a challenge managing one of the original members of the advisory committee, who told the evaluation team that he thought AWLN should have been more transparent in its communication. These communication glitches and the tensions they produced can have a negative impact on the future of the project if not resolved. Additionally, not everyone who participated in the project received a copy of the guidelines upon dissemination. This was particularly evident among members who participated in the preparatory workshops but not the training programs. More specifically, NCFA and MoSD representatives reported that they were invited to participate in the preparatory phases of the workshop but they were not part of the training phases, and they did not receive copies of the guidelines.

Finally, the project experienced some turnover in the representatives of partner organizations throughout the preparatory workshops. Although the same entities were invited to attend the five workshops in the preparatory phase, at times the individuals attending on behalf of these entities would change from workshop to another, thereby impacting the transfer of knowledge and consistency of participation. This was a challenge that the project experienced and could have been better managed by AWLN.

During data collection, all stakeholders were asked about how the project could be improved in the future. The evaluation team captured the recommendations below and used them to inform the final list of recommendations included at the end of this report.

Below is the list of recommendations stakeholders made during the course of the evaluation:

On Capacity Building:

- Increase the duration of the training program, to ensure that all concepts are adequately addressed.
- Offer mentoring and capacity building of the specialized judges in courts to guarantee the application of the guidelines.
- Increase national outreach through continued training workshops across the different governorates and reaching smaller cities.
- Train of governors, as they represent the first line of response to cases of VAW that do not necessarily reach the courts.
- Form of additional core teams of trainers to continue to deliver training workshops.
- Provide trainings on the guidelines for law students in Jordanian universities.
- Target heads of entities to ensure endorsement at the institutional level.

On Awareness Raising:

- Raise the awareness of the general public, especially women (at an early age) about their rights and how to claim them. While this is not within AWLN's scope it could be done through partnerships with other organizations.
- Provide of psychosocial/rehabilitation interventions for perpetrators of abuse (also through the relevant service providers).

On Laws and Guidelines:

- Activate the Family Violence Law through the development of a procedural manual (particularly in relation to family conflict resolution).
- Regularly develop and amend the guidelines to reflect changes in national laws and feedback from stakeholders.

CONCLUSIONS

AWLN's "Advancing the Rights of VAW Victims Among the Justice Sector" Project was successfully designed and implemented to address a gap in the justice system's response to cases of VAW, and consequently contributed to creating a more responsive and favorable environment within the system for women survivors of violence in Jordan. The project exhibited relevance to the national context, coherence with national and international obligations, and connectedness with key stakeholders.

Through its conceptualization, design, and implementation, the Project set out to address knowledge, attitudes, and practices of JSP in handling cases of VAW. The Project aimed through its different activities to develop a reference document for JSP that outlines the relevant definitions, obligations, and procedures in handling cases, and enhance the capacity of JSP in using these guidelines for the interest of VAW survivors seeking justice. While the project succeeded in developing and disseminating the guidelines, its impact on the attitudes and perceptions of JSP towards VAW and women's rights is less clear.

Despite the Network's efforts to define VAW in a clear framework that is rights based, and grounded in national laws and international obligations, VAW is still perceived by many JSP through the lens of family, society and social norms. The fact that judges continue to privilege considerations related to family unity or to trivialize VAW incidents affects the application of the law and engenders impunity. Ultimately, the socio-cultural implications of VAW trump other considerations when applying the law and impact judges' legal verdicts.

AWLN's strategy to closely engage stakeholders in dialogue and discussion on the different components of the guidelines and its development was effective in ensuring the relevance and soundness of the guidelines. Furthermore, the multidisciplinary approach across the different workshops and trainings of the Project reflected the complexity of VAW cases and the need for such an approach in responding to such cases. The multidisciplinary approach is embedded in the National Framework for Family Protection and the use of such an approach by AWLN has emphasized and strengthened national structures to respond to VAW in Jordan.

To ensure the institutionalization and sustainability of outcomes, AWLN developed a strategic partnership with the Judicial Council (JC), assessed as successful by both AWLN and the JC. AWLN management and board members' credibility facilitated the instrumental partnership. Within the multidisciplinary framework, AWLN successfully engaged the relevant stakeholders the project identified. However, the level of engagement varied among stakeholders. The majority of partners participated at the "front-liners" level except for the Judicial Council.

The Network did not exhaustively target all involved stakeholders who are not JSP but still have significant leverage to impact the justice system's response to cases of VAW. In particular, the lack of engagement of critical actors such as the Ministry of Social Development (MoSD) and the Public Security Directorate (PSD), could affect the use of the guidelines as a reference document by the justice sector personnel within these organizations. Future expansion of the project and sustainability of its outcomes require the strategic involvement of key stakeholders, most notably MoJ, MoSD and the PSD.

Given the male-dominated nature of the system, AWLN did not pay sufficient attention to the importance of engaging men in the Network and its activities. However, men's increased interest as a direct result of the Network's activities has prompted AWLN to design mechanisms for their engagement. While still a budding but promising effort, it will help broaden the spectrum of support for the issues AWLN is working on and sensitize a broader constituency to gender equality and women's rights.

Although the outcomes of the project at the training front were not as strong as those at the guidelines development level, the trainings and trained JSP represent a foundation upon which further development and trainings can be provided (by AWLN and its partners) for the expansion of the project in the future and the realization of the project purpose of advancing the rights of VAW survivors in the Jordanian Justice System.

The focus and specialization of AWLN contributed to its credibility and the effectiveness of its execution of project activities and realization of project outcomes. Additionally, the Network ensures continuity of the different projects it implements, which positively impacts its interventions. Moreover, AWLN was able to effectively leverage relationships with stakeholders, contributing to the success of the Project.

Finally, the Network at this stage has multiple factors that contribute to its strong organizational and public stand, including a sound institutional structure, a strategic outlook, credible management and board, strong partnership base with key stakeholders in the justice sector as well as with peer organizations and the donor community, and a successful achievements record over the past three years. AWLN has an opportunity to build on this strong foundation to instill and cultivate knowledge among its members and wider public, advocate for change and generally build on the momentum it has thus far achieved to more effectively support the justice sector in addressing VAW and women's rights in Jordan and the region.

RECOMMENDATIONS

Project–Specific Recommendations

STRATEGY

Institutionalization

- Leverage the written commitment from the Judicial Council to move the work forward.
- Build linkages to address socio-cultural issues, extending beyond training to target the commitment and accountability of the sector.
- Develop a clear methodology and process for building the capacities of judges and personnel with regard to international obligations, HRBA, gender, and inclusion of people with disabilities. This includes guidelines that foster development of pertinent knowledge, attitudes, behaviors, and skills along with mentoring plans and assessment measures to ensure enhancement of practices.
- Develop understanding of and map the overall processes outside of the justice sector, such as the governor’s role, including how to address such issues and by which actors to address them.
- Ensure the continuous engagement of stakeholders and set up an effective feedback mechanism that would allow tensions and grievances to be addressed as soon as they arise.
- Build linkages with NCFA with regard to the Family Protection Law, and ensure the practices and developed guidelines are adopted with the instructions related to this law.

Information and Research

- Capitalize on the existing statistics and information to inform the need for change.
- Promote the development of further research and information and better presentation of existing data to decision makers and judges.
- Map and document the judicial process to inform victims about the process they would be going through.

Advocacy

- Continue to advocate on critical issues either through direct implementation or through working with advocacy partners to take these on.
- Forge links with university legal departments to promote inclusion of specific subjects and issues within the learning processes (VAW).
- Better utilize the AWLN network across the Kingdom to instill such knowledge and behavior among network members.

TECHNICAL PRACTICE

Guidelines

- Ensure “guidelines” are regularly revised and updated particularly in relation to any amended laws or new legislations.
- Expand the scope of cases in the guidelines to include misdemeanors as well as felonies.
- Continue to disseminate the guidelines to relevant stakeholders across different geographical areas.
- Leverage the formal endorsement of the guidelines by key stakeholders employing justice sector personnel, such as MoSD, Moj and FPD.

Training

- Increase the number of training days allocated for the capacity building of JSP to ensure that the training addresses attitudes and perceptions in addition to knowledge.
- Expand the component related to attitudes and perceptions in the training and diversify training methodologies in this regard.
- Further develop the criteria for participant selection and follow up with partner organizations to ensure the standardization of the criteria.
- Provide additional and more advanced training programs for specialized judges who have been identified by the Judicial Council as Family Protection Judges.
- Leverage the Networks' partnerships at the national level to include the training program in initiatives conducted by partner organizations. This would contribute to the wide dissemination of the guidelines and promote their use.
- Map relevant stakeholders beyond the justice sector personnel and ensure their meaningful participation. Governors play a key role in this process and should be engaged
- Expand the core group of trainers to reach a larger group of JSP across the country.
- Continue to use a participatory and multidisciplinary approach in future trainings and initiatives that aim to advance women's rights within the Justice sector.

Sustainability

- Build on the momentum and relationship with the Judicial Council to:
 - Train additional justice sector personnel;
 - Endorse the guidelines as part of the capacity building portfolio for JSP;
 - Expand the core group of trainers through the partnership with JC; and
 - Design and implement follow-up initiatives and projects that would enhance the Justice sector's response to cases of VAW.
- Build strategic partnerships with other key stakeholders in the system to facilitate their endorsement of the guidelines and integrate AWLN's guidelines and training in other national initiatives addressing the system's response to cases of VAW.

Recommendations for AWLN

- Continue to coordinate and harmonize the different projects that the Network is implementing and focus on key outcomes.
- Expand AWLN's team, particularly at the middle management level to cater for the expansion in activities, and ensure the effective management of the Network's various interventions.
- Continue to invest in building the capacity of network members by providing relevant and diverse training programs and seminars.
- Allow regional members to virtually attend relevant capacity building workshops. This can be achieved by leveraging the trainings already provided to involve a larger number of participants.
- Build on AWLN's strong position to expand its initiatives, partnerships and interventions to help it realize its objectives and institutionalize the current guidelines into the system.
- Given the male-dominated justice system and the challenges of the socio-cultural context, consider the expansion of male involvement in the next generation of programming to ensure the realization of the network's objectives, broaden the spectrum of support to issues endorsed by the Network, and sensitize male JSP to women's rights.