

2021 Regional Index on Violence against Women and Girls (VAWG)

Jordan National Report

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Acronyms

CSOs	Civil Society Organisations
DOS	Department of Statistics
FPD	Family Protection Department
IMC	Inter-Ministerial Committee for Women Empowerment
JNCW	Jordanian National Commission for Women
MoE	Ministry of Education
MoH	Ministry of Health
Mol	Ministry of Interior
MoSD	Ministry of Social Development
NCFA	National Council for Family Affairs
NCHR	National Centre for Human Rights
NCWHC	National Centre for Women's Health Care
PSD	Public Security Directorate
RCSO	Regional Civil Society Observatory on VAWG
UfM	Union for Mediterranean
VAWG	Violence Against Women and Girls

Introduction

The purpose of this report is to analyse the outcomes of the 2021 Regional Index on Violence Against Women and Girls (VAWG) for Jordan. The report presents the position of the State on the international women's rights covenants, and its commitment to implement them through the alignment of the Constitution and national laws to these covenants. Furthermore, the report presents the measures and the services on the ground that ensure the appropriate enforcement of these laws. It also provides recommendations to improve the protection of women from VAWG.

Jordan achieved a score of 56.2 points out of 100 in the 2021 Regional Index on VAWG. For many years, Jordan has been witnessing a progress in terms of improving the laws and services with regards to combating VAWG. These include as example, the amendments in the penal code, adoption of the law on protection from domestic violence, and lifting several reservations to the Convention on the Elimination of All Forms of Discrimination against Women. However, Jordan still has reservations to articles 9 and 16 of the agreement.

In terms of Constitution, Jordan made constitutional amendments in 2022, the most important of which is adding both genders to the title of the second chapter of the Constitution, related to the "Rights and Duties of Jordanian Men and Women". Moreover, a new article was added to the same chapter with the goal of empowering women and affirming their role in society, as well as strengthening the legal protections from all forms of violence and discrimination. However, the Constitution still does not prohibit discrimination based on sex explicitly.

Several ministries and national institutions have a mandate that includes the protection and safeguarding of women such as the Ministry of Social Development (MoSD), the Jordanian National Commission for Women (JNCW), the National Council for Family Affairs (NCFA), the National Centre for Women's Health Care (NCWHC), and the Family Protection Department (FPD) under the Public Security Directorate (PSD). JNCW organises the national awareness raising campaigns on combating VAWG.

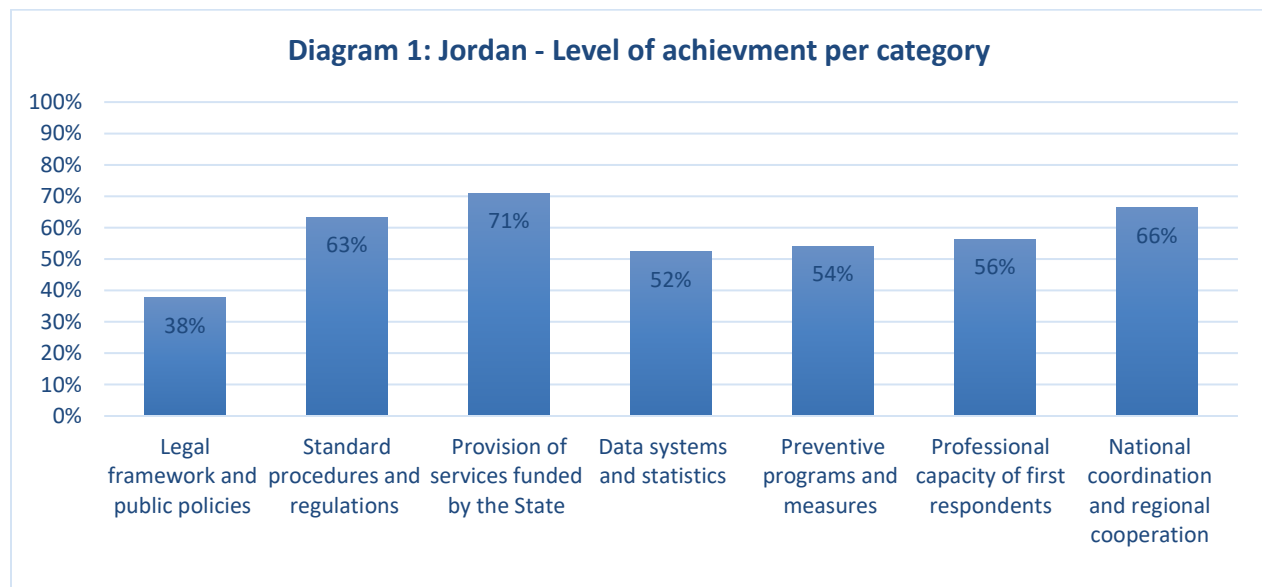
Jordan has developed a National Strategy for Women in Jordan (2020-2025), aiming that women and girls enjoy a life free from all forms of gender-based violence. There is also the executive plan for the National Priorities Matrix to strengthen the protection system from gender-based violence, domestic violence and child protection (2021-2023).

Specialised services are provided to women victims of VAWG in 3 government-run shelters. There are cooperation mechanisms established according to the National Framework for Protection

from Domestic Violence. These mechanisms identified the cooperation between the FPD affiliated to the PSD, Ministry of Interior (MoI), Ministry of Health (MoH), Ministry of Education (MoE), MoSD and NCFA for preventing, receiving, referring and responding to VAWG cases.

Score Analysis

This section provides analysis of the scores under each category. The scores achieved for each indicator in relation to the weights assigned are shown in the diagrams. The section also highlights the main gaps and provides recommendations to tackle these gaps and improve the prevention and protection of women from VAWG as well as panelising adequately the perpetrators. The Index methodology is available on the website of Regional Civil Society Observatory on VAWG (RCSO) at [Methodology of 2021 Regional Index on VAWG](#).

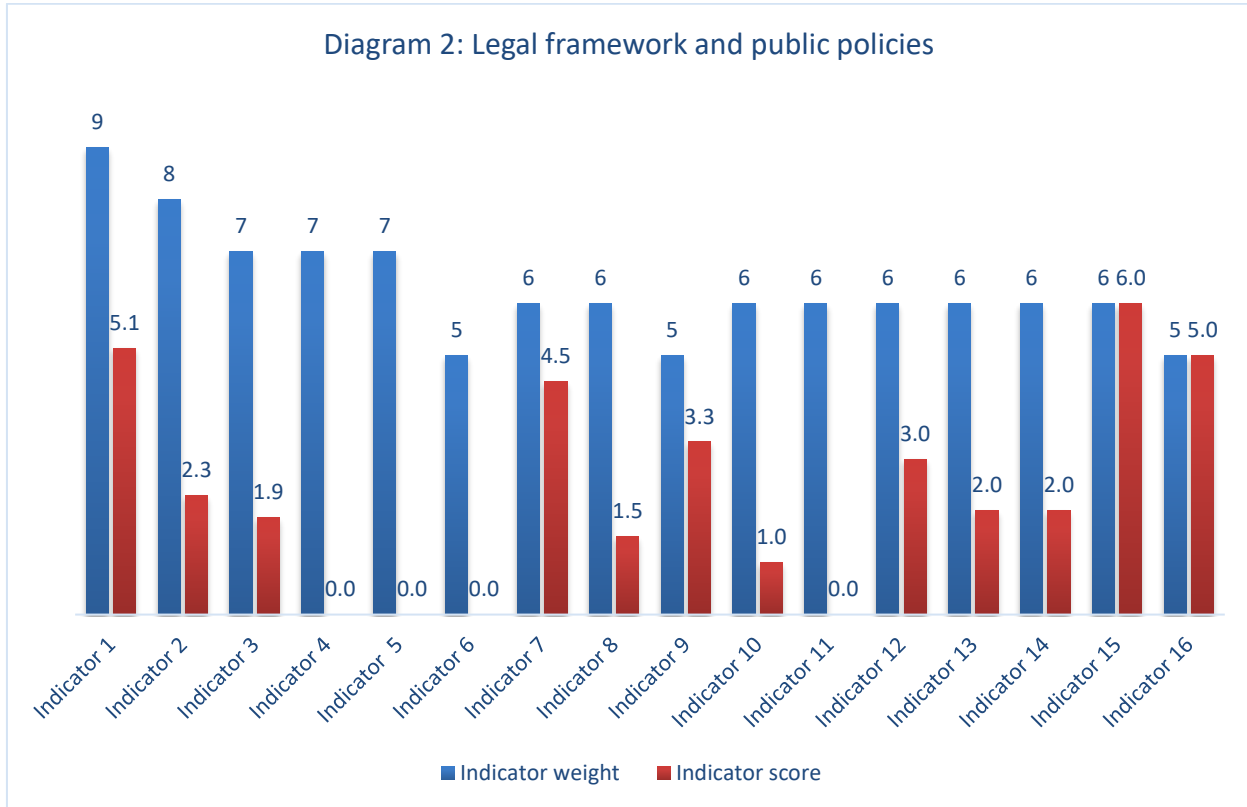


Jordan - Final Index Score 56.2 points

Legal Framework and Public Policies

The category of legal framework and public policies got 38% as level of achievement. The category examines the legal framework and public policies on women’s rights, and its conformity with international standards, in particular the Convention on the Elimination of All Forms of Discrimination against Women. It addresses laws specifically designed to combat VAWG, where such laws exist. It also concerns public policies and national strategies to combat VAWG. This category includes 16 indicators and 88 sub-indicators.

The diagram below shows the weight and the score achieved for the indicators under this category.



Indicator 1: Ratification of all articles CEDAW

Indicator 2: Alignment of the Constitution with all international legal obligations pertaining to women's rights

Indicator 3: Compliance of laws with all international legal obligations pertaining women's rights

Indicator 4: Existence of specific law/s that address specific form or type of VAWG

Indicator 5: Existence of comprehensive law criminalising all forms of VAWG

Indicator 6: The definition of VAWG in legislation is in line with the UN resolutions on women rights

Indicator 7: Existence of parliamentary oversight role on the implementation of laws pertaining to VAWG

Indicator 8: The laws provide support to all victims of VAWG including legal aid

Indicator 9: The laws ensure the right of women to sexual and reproductive health and freedom on their own bodies

Indicator 10: The existing laws, including family laws, whether civil, customary or religious, protect women and girls from partners, male relatives, and current and ex-spouses who cause VAWG

Indicator 11: Existence of legal framework that offers women legal protection from marital rape

Indicator 12: Existence of legal framework offers women legal protection from harassment in the public space and work place

Indicator 13: Existing laws, in the absence of comprehensive law on VAWG, criminalise honour crimes and prohibit harmful practices such as FGM, early marriage

Indicator 14: The laws ensure the punishment of rapist regardless of the acceptance to marry his victim

Indicator 15: There is a national strategy for preventing and combating VAWG with adequate resources, budget, and monitoring and evaluation plan

Indicator 16: The national health policies address VAWG.

Indicator 1 on the ratification of the Convention on the Elimination of All Forms of Discrimination against Women scored 5.1 out of 9 points due to maintaining reservations to several articles of the convention. These include: article 9 (2) relating to granting women equal rights with men with respect to the nationality of their children; and article 16, (1) (c) (d) and (g): (c) relating to equal rights and responsibilities during marriage and at its dissolution; (d) relating to the same rights in matters relating to their children, and (g) relating to the same right to choose a family name, a profession, and an occupation.

The Jordanian Constitution does not prohibit discrimination based on sex or gender explicitly. Article 6 of the Constitution prohibits discrimination against citizens based on colour, language, and religion, but it does not mention sex.

There is no comprehensive law on combating VAWG. The legal provisions pertaining combating VAWG are dispersed in different laws. These include: the crime prevention law, no. 7 of 1954, the penal code, no. 16 of 1960, the law on protection from domestic violence, no.15 of 2017, the anti- trafficking law, no. 9 of 2009, the personal status law, no. 36, the amendments to law on electronic crimes, no. 27 of 2015, law of the NCF of 2001.

National laws witnessed significant improvements. For example, the law does not allow the rapist to be exempt from punishment if he marries the victim. In addition, the labour law criminalises sexual harassment in the workplace. On other hand, there are discriminatory legal provisions against women which made the country get only 1.9 out of 8 points for the indicator 3 that is related to the compliance of laws with international legal framework. These discriminatory legal provisions include as example: under the nationality law no. 6 of 1954, Jordanian women married to non-Jordanian men cannot pass on their citizenship to their children or husband in the same way as men. The legal age of marriage is 18 years. However, a judge has discretion to consent to the marriage of a minor who is 15 years or older. Abortion is illegal except to save the life of the woman, preserve her physical health and/or mental health.

Last, but not least, Jordan has the National strategy for Women (2020 – 2025). One of the four strategic objectives of the Strategy is on combating VAWG and mentions “women and girls enjoy a life free from gender-based violence”.

Gaps

- Existence of reservations to article 9 and article 16 of the Convention on the Elimination of All Forms of Discrimination against Women.
- The Constitution has not adopted a gender-sensitive language in all its articles.
- The Constitution does not prohibit discrimination based on sex explicitly.
- Lack of a specific and comprehensive law on combating VAWG.

- Absence of clear criminalisation of marital rape.
- Existence of discriminatory legal texts against women regarding their inability to pass their nationality to their children and guardianship rights.
- Existence of certain legal exceptions wherein judges can allow child marriage.

Recommendations

- Lift reservations to articles of the Convention on the Elimination of All Forms of Discrimination against Women.
- Prohibit discrimination based on sex in the Constitution explicitly and mainstream a gender-sensitive language. and.
- Enact a comprehensive law to combat violence against women that includes and criminalises all forms of VAWG.
- Criminalise marital rape explicitly.
- Remove the judges' discretionary power that authorises child marriages.
- Eliminate and amend all discriminatory legal texts against women in national legislation, particularly those related to guardianship, passing on nationality to children, and early marriage.

Standard Procedures and Guidelines

The category of standard procedures and guidelines got 63% as level of achievement. The category deals with police and judicial procedures put in place, whether in terms of the opportunities for victims to report offences or the obligation to inform the authorities of such offences by persons who are aware of them as well as the existence of a guide for professionals, in order to unify and simplify procedures. This category consists of 13 indicators and 54 sub-indicators.

The diagrams below show the weights and the scores achieved for the indicators under this category.

Diagram 3: Standard procedures and regulations
 Justice

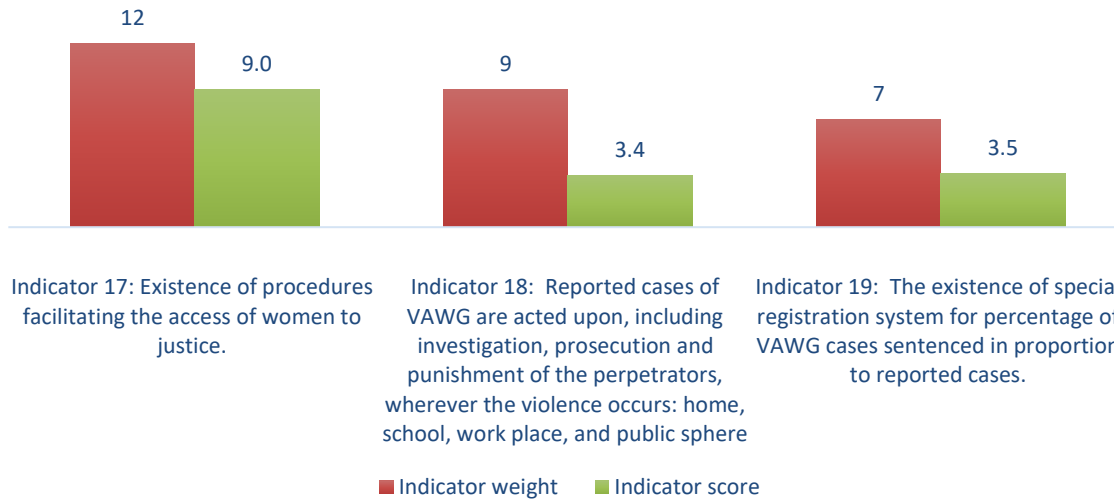


Diagram 4: Standard procedures and regulations
 Police

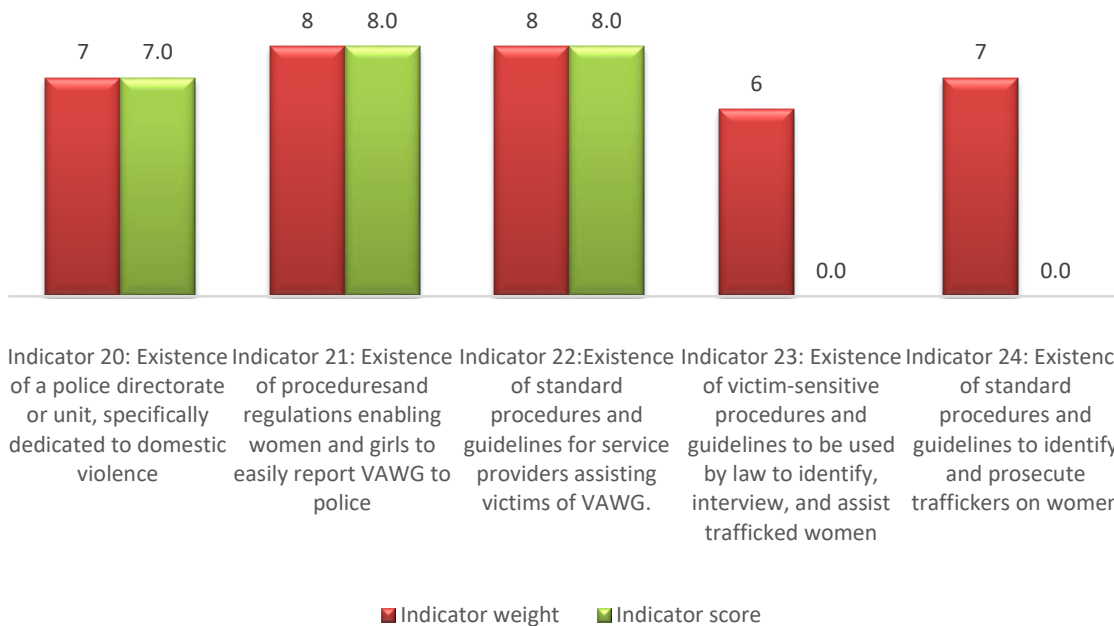
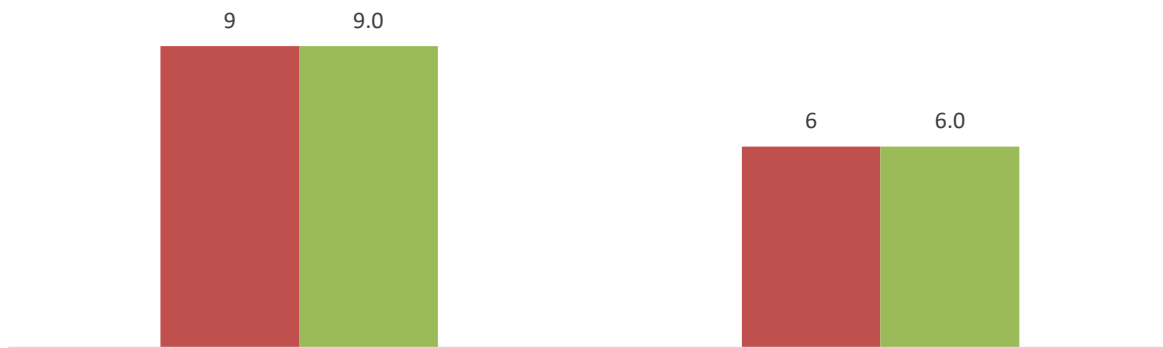


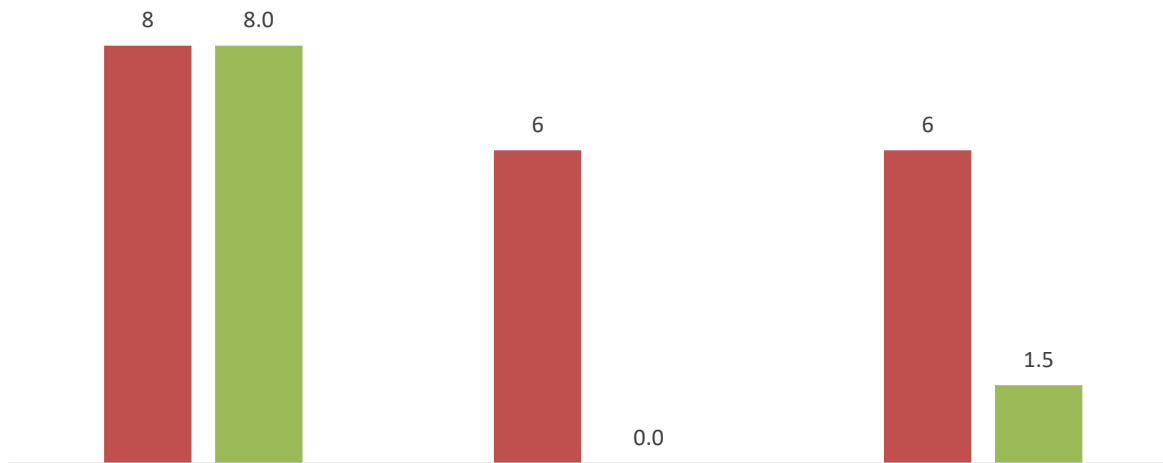
Diagram 5: Standard procedures and regulations
 Health



Indicator 25: Existence of regulations that oblige service providers to care for and/or refer women victims of VAWG
 Indicator 26: Existence of unit within the ministry of health for coordination of health sector response for victims of VAWG

■ Indicator weight ■ Indicator score

Diagram 6: Standard procedures and regulations
 Education



Indicator 27: The State monitors the compulsory education for girls
 Indicator 28: Existence of regulations and/or procedures to prevent sexual harassment
 Indicator 29: Existence of regulations and procedures that address VAWG in youth centres, clubs, and stadiums

■ Indicator weight ■ Indicator score

On the level of the judiciary, there are procedures enabling women victims to access the full scope of justice and options for victims to contact female public prosecutors. During the Covid-19 lockdown, the government introduced new plans to facilitate women's access to justice.

Regarding police, Jordan established a special unit for protection against domestic violence under PSD. The Unit plays a pivotal role in following-up on cases of women victims of violence. The unit includes an appropriately sufficient women staff, as well as networking mechanisms between specialised police and other service providers assisting victims of VAWG.

Jordan achieved full scores for the indicators 24 and 25 under health sector. There is a unit within Ministry of Health for the coordination of health sector response to VAWG. Also, health care services are provided free of charge for victims of physical violence, including forensic and psychiatric medicine.

There are procedures for service providers assisting victims. Service providers are following the national manual on procedures to prevent and respond to cases of violence. The manual was issued by the NCFI and adopted by ministries and national agencies which provide services to victims of VAWG.

With regards to education, Jordan established mechanisms to monitor the compulsory education of girls. During the Covid-19 crisis, Jordan adopted new measures that facilitate girl's access to education. However, indicator 28 scores 0 due to the lack of regulations for preventing sexual harassment in educational institutions and clubs.

Gaps

- Lack of a specialised courts to deal with cases of VAWG.
- Lack of a special registration system for cases of VAWG for documenting the reported and sentenced VAWG cases.
- Absence of procedures and guidelines used by the law to identify, meet, and assist women victims of human trafficking.
- Lack of regulations and procedures to prevent sexual harassment, especially in clubs and sports.
- There are no regulations that address VAWG in youth centres and clubs.

Recommendations

- Establish a specialised court to deal with cases of VAWG and set-up a special registry for reported and sentenced VAWG cases.
- Adopt procedures and systems to help women victims of human trafficking.

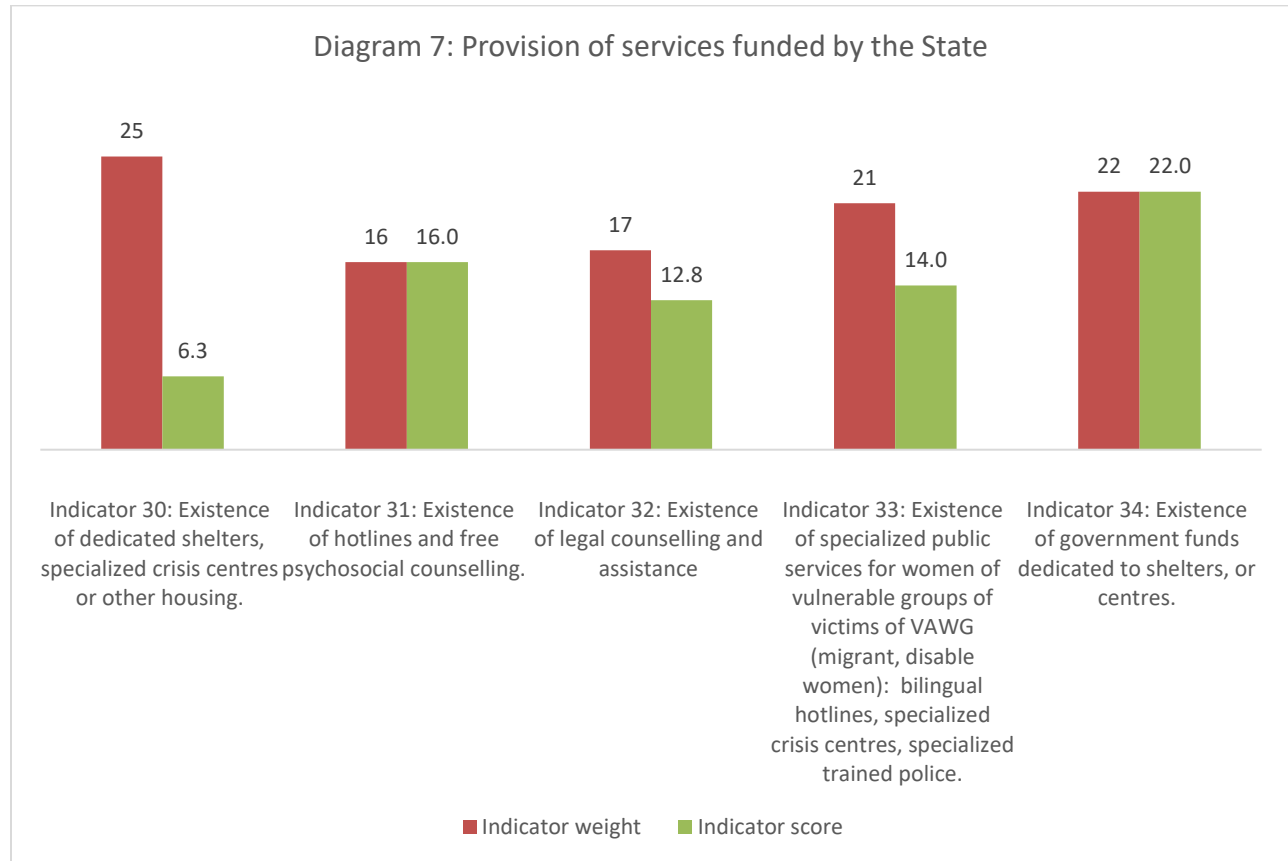
- Adopt measures to prevent sexual harassment, especially in youth centres, sport clubs and games.

Provision of Services Funded by the State

The highest achievement secured were for the categories of provision of services funded by the State (77%).

The category of provision of services addresses the victims, their physical, psychological and legal care as well as the provision of shelters and hotlines. The category includes 6 indicators and 26 sub-indicators.

The diagram below shows the weights and the scores achieved for the indicators under this category.



According to article 6 (a) of the law on protection from domestic violence, the FPD affiliated to the PSD is mandated to receive every complaint, notification, and request for assistance or protection related to domestic violence and to take action in response as quickly as possible.

There are cooperation mechanisms established according to the National Framework for Protection from Domestic Violence which includes the working procedures and response to violence.

Moreover, the law on protection from domestic violence obliged service providers in the health, education, and social sector to care for and/or refer cases of VAWG victims. For the purpose of referring, there is a gender focal point within the MoI and MoH for coordination and referring the victims between the FPD and health sector.

In terms of social services, the government dedicates funds to 3 State-run shelters and centres for women victims of VAWG. These shelters provide support also to children victims of domestic violence and sexual crimes. However, there is no governmental fund allocated for shelters run by Civil Society Organisations (CSOs). This comes in light of the absence of gender responsive budget adopted by government with specific lines allocated for addressing VAWG.

The NCFM launched an executive plan for the National Priorities Matrix to strengthen the protection system against gender-based violence, domestic violence, and child protection (2021-2023). The plan aims to strengthen institutions' response to cases of violence within an integrated and inclusive institutional framework that ensures integrated multisectoral services for violent situations.

Gaps

- Lack of sufficient number of shelters that cover all areas and governorates.
- Lack of sufficient financial support for the implementation of the National Priorities Matrix executive plan to strengthen the protection system against gender-based violence, domestic violence, and child protection (2021-2023).
- The centralisation of services provided to victims of violence and the lack of further distribution across governorates, especially in remote areas.
- Lack of adequate psychological and legal support services for victims of violence.

Recommendations

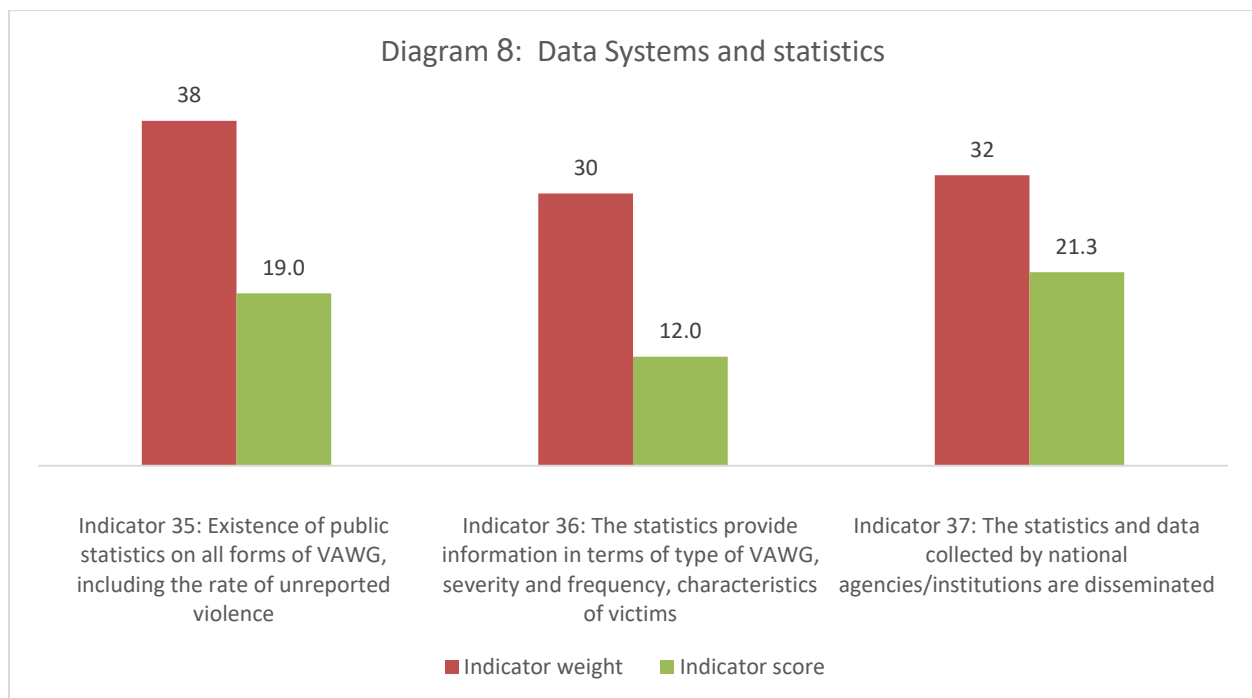
- Establish more shelters to cover all Jordanian governorates.
- Provide essential legal and psychological support services free of charge and distribute them proportionally across all governorates to ensure access for victims.
- Provide financial support to combat VAWG, especially for the implementation of the National Priorities Matrix executive plan to strengthen the protection system from gender-based violence.
- Implement the National Priorities Matrix executive plan to strengthen the protection system against gender-based violence.

- Establish a national hotline to offer legal counselling and psychological support to victims.

Data System and Statistics

The country achieved 46% of the percentage to reach the full score for the data system and statistics category. The category, is linked to the collection and dissemination of statistics on VAWG and their classification by type of VAWG and frequency, but also in relation to whether or not they have been the subject of complaints and whether or not these complaints have led to convictions and lawsuits. The category has 3 indicators and 14 sub-indicators.

The diagram below shows the weights and the scores achieved for the indicators under this category.



Annual statistical report is issued mainly by the Department of Statistics (DOS) in Jordan. Also, there are population and family health surveys issued by the MoSD as well as statistics and figures issued by the Ministry of Health and the Higher Population Council. However, these statistics do not cover all forms and rates of VAWG.

Indicator 36 scored the lowest (6 out of 30 points) due to the lack of statistics that cover severity and frequency of VAWG.

Gaps

- Absence of a National Observatory on VAWG.

- Lack of statistics that cover all forms and rates of VAWG.

Recommendations

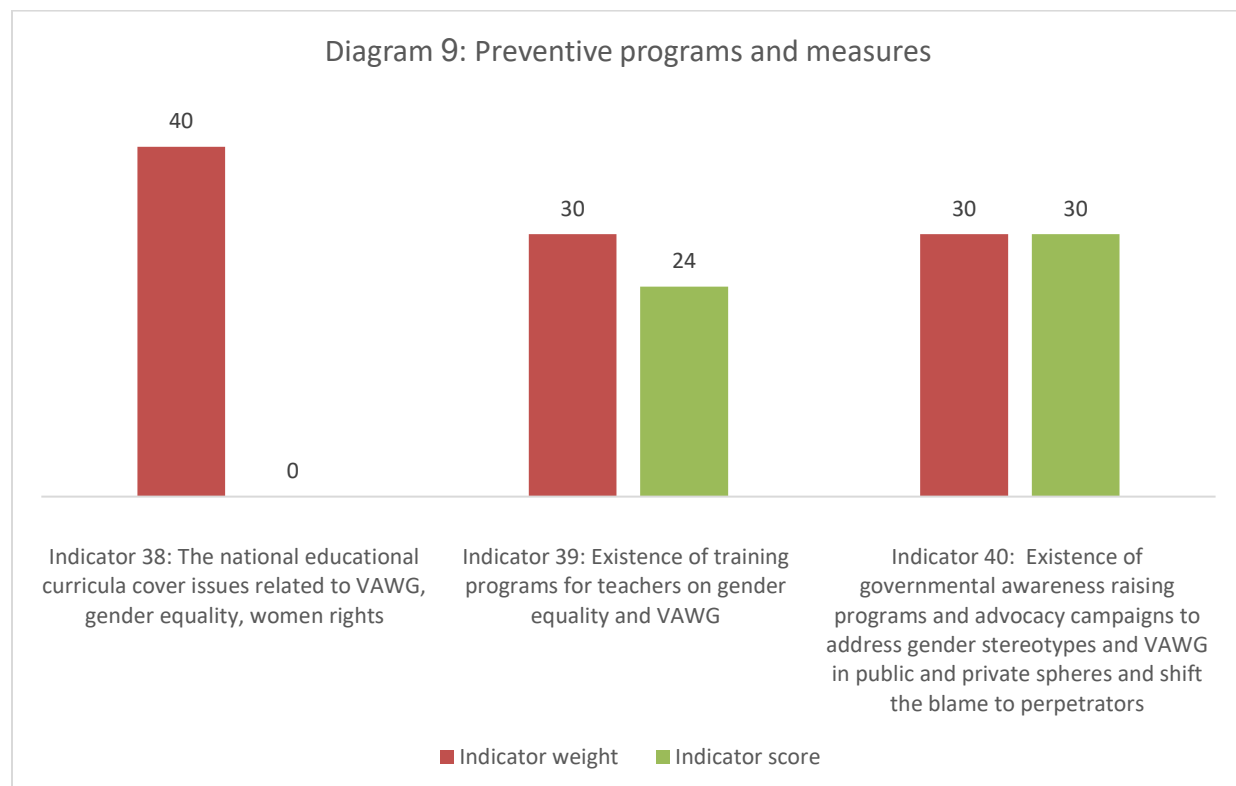
- Establish a National Observatory on VAWG.
- Develop statistic on VAWG that cover severity and frequency of VAWG.
- Update and disseminate statistics on VAWG periodically.
- Include the indicators of the Regional Index on VAWG in national surveys.

Preventive Programs and Measures

The preventive programs and measures category secured 54% as level of achievement.

The category has 3 indicators and 11 sub-indicators. The category looks at preventive programs and measures, including whether specific training programs for teachers have been set up and whether curricula and handbooks for primary, secondary and university education have integrated issues related to VAWG. The category looks also at national awareness raising, and advocacy campaigns initiated by the governments to address VAWG.

The diagram below shows the weights and the scores achieved for the indicators under this category.



The indicators related to educational curricula scored 0 because the national educational curricula do not include issues about gender equality and VAWG in schools at any level. Regarding the teacher's capacity, the Gender Unit within the MoE, in cooperation with the Policies and Training Unit organises various workshops and trainings for teachers and education supervisors on gender equality and gender mainstreaming in education. MoE uses the Manual for Teachers on Gender-Sensitive Education.

Indicator 40 achieved a full score due to existence governmental awareness-raising programs implemented by the JNCW, that address gender stereotypes and shift the blame to perpetrators. However, the impact of these campaigns has not been evaluated.

Gaps

- Absence of issues linked to equality and combating VAWG in educational curricula.
- Insufficient programs that are institutionalised for training of teachers on equality and VAWG.

Recommendations

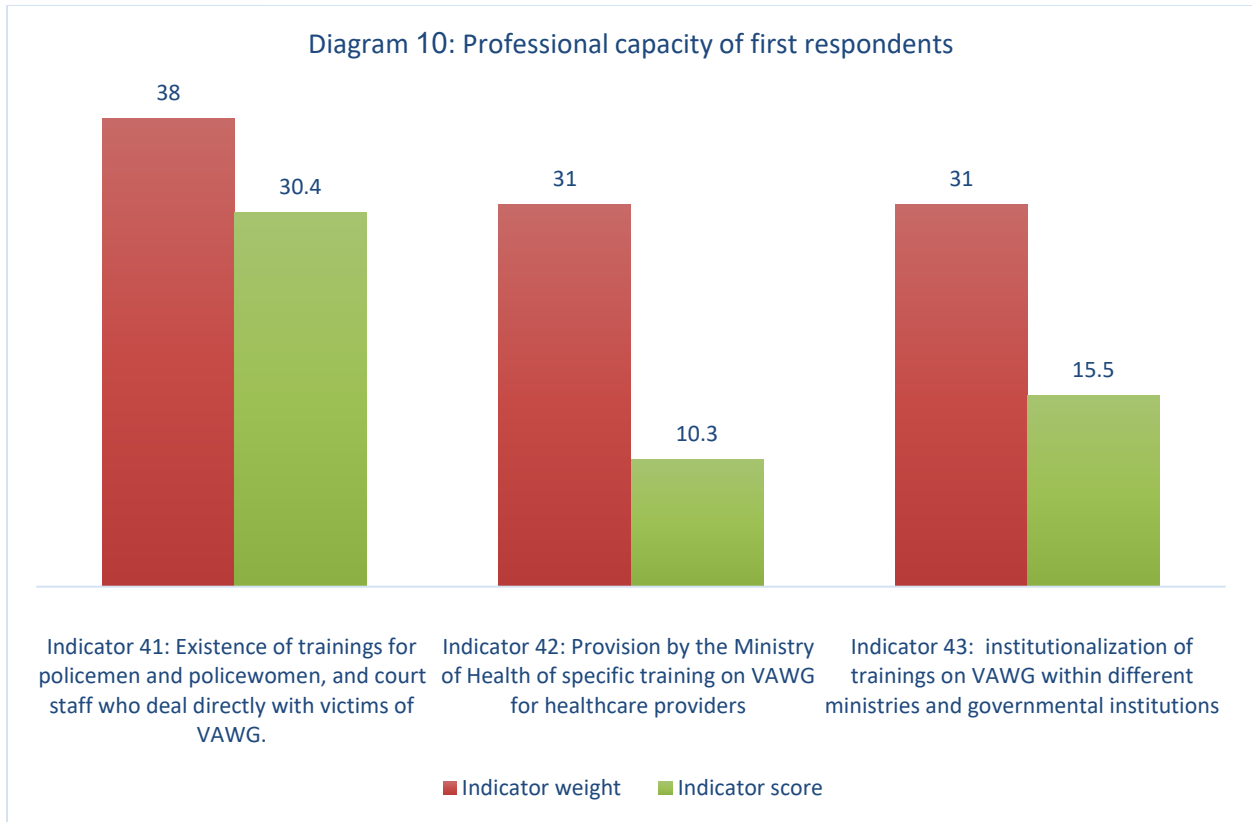
- Modify educational curricula and incorporate the concept of equality and combating VAWG.
- Expand and institutionalise training programs for teachers and employees in the education sector on combating VAWG.
- Develop courses targeting university students on changing stereotypes against women.

Professional Capacity of First Respondents

The professional capacity of first respondents got the second lowest level of achievement among categories (41%).

The category has 3 indicators and 12 sub-indicators which cover institutional trainings for policemen and policewomen and court staff who deal directly with victims of VAWG as well as the institutionalisation of these trainings.

The diagram below shows the weights and the scores achieved for the indicators under this category.



There are training programs for police officers, judges and court employees organised by the MoI and Ministry of Justice (MoJ), as well as by the National Centre for Human Rights (NCHR). However, as this is the case in most of the Index countries, these trainings are not institutionalised. The same goes for the Ministry of Health where it provides trainings for healthcare providers, but the training is not institutionalised. Because of the lack of institutionalisation, indicator 43 scored only 15.5 points out of 31 points.

Gaps

- Lack of institutionalised units within the police, justice, and healthcare sectors to train first respondents.

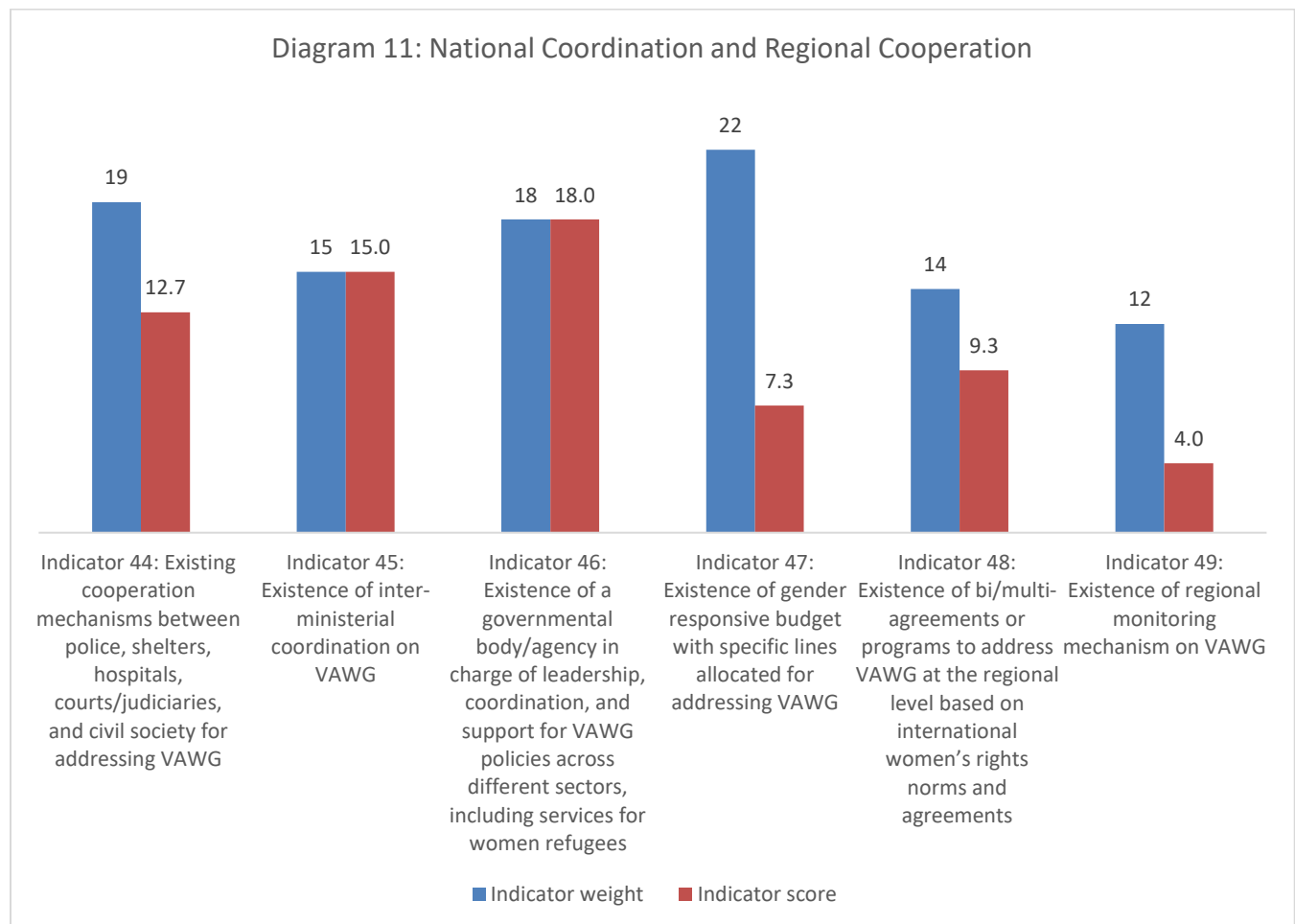
Recommendations

- Institutionalise trainings for first respondents in the police, justice, and healthcare sectors. These trainings should include all concerned employees and cover all areas.

National Coordination and Regional Cooperation

The category of national coordination and regional cooperation got 66% as level of achievement. The category includes 4 indicators for cooperation mechanisms between police, shelters, hospitals, courts/judiciaries, ministries and civil society on national level, and 2 indicators for regional or international cooperation mechanisms, which have respectively 10 and 6 sub-indicators.

The diagram below shows the weights and the scores achieved for the indicators under this category.



At the national coordination level, the Inter-Ministerial Committee for Women Empowerment (IMC) was established in 2015. It consists of 13 ministries and the JNCW. The IMC works effectively to coordinate between ministries to empower women. Indicator 46 achieved full score due to the existence of this Committee. However, there is no national referral system to coordinate between government agencies on the referral of cases of VAWG. Also, there is no gender responsive budget with specific line dedicated for combating VAWG.

Gaps

- Absence of national referral system for women victims of VAWG.
- Lack of gender responsive budget with specific lines dedicated for combating VAWG.
- Lack of funding for national CSOs who provide services for victims.
- Limited cooperation in the region, including in the frame of Union for Mediterranean (UfM) Ministerial Declarations on Strengthening the Role of Women in Society.

Recommendation

Establish national referral system for developing coordination between the competent authorities, among ministries and associations.

- Adopt gender responsive budget.
- Allocate governmental fund to CSOs who provide services for women victims.
- Enhance the regional cooperation in the frame of UfM Ministerial Declarations.