

A GUIDE TO THE ROLP PERFORMANCE INDICATOR REPORTING

ROLP reports its performance indicators in quarterly reports as an annex. The annex begins with a table summarizing the results achieved by ROLP. The summary table includes targets and results for indicators from the current quarter and past quarters.

The annex also features a spreadsheet on each indicator describing in detail the results achieved by ROLP in the current quarter. The annex omits spreadsheets for indicators where ROLP has no results to report. The spreadsheets disaggregate indicator data and designate data sources. For example, a spreadsheet on an indicator measuring the number of people trained disaggregates data by training location, type and date, and the gender of the trainees. The spreadsheets ask yes or no questions regarding the data source of an indicator. “Yes” answers signify a high level of data quality, while “no” answers imply lower data quality.

ROLP reports Indicators 0.1 and 0.2 in its annual or fourth quarter report. These indicators require complex data collection which prevents ROLP from reporting them more regularly. ROLP will begin to reports Indicator 3.1 in the second quarter, because the indicator focuses on the Prosecution Improvement Plan which ROLP developed in the first quarter of 2012.

ROLP may revise the targets for its indicators to ensure they accurately reflect project priorities. This is the first year that ROLP will use its new indicators and Performance Monitoring and Evaluation Plan, and some adjustments to the targets are expected. The summary table in the annex will announce revisions to targets.

Performance Indicator Summary							
#	Indicator	Achievements in 2013				Cumulative Target for 2013	Notes
		Q1	Q2	Q3	Q4		
0.1	Percentage of respondents who express confidence in the rule of law in Jordan (USAID/Jordan Indicator).					75%	This indicator is a survey and will be reported in the fourth quarterly report. This indicator is no longer applicable as the survey activity has been cancelled.
0.2	Number of USG-assisted courts with improved case management systems (F Indicator 2.1.3-13 & USAID/Jordan Indicator and USAID/Jordan Indicator).					65	This indicator will be reported in the fourth quarterly report.
0.3	Number of judges and judicial personnel trained with USG assistance (F Indicator 2.1.2-7 & USAID/Jordan Indicator).	160	196	84		200	This indicator will be reported in every quarterly report.
0.4	Number of USG sponsored workshops where judges and judicial personnel take the lead in drafting laws, regulations and procedures.	4	0	3		18	This indicator will be reported in every quarterly report.
1.1	Number of legal provisions, regulations and procedures designed to enhance judicial independence supported with USG assistance (F Indicator 2.1.2-2).	0	0	0		5	This indicator will be reported in every quarterly report.
1.2	Number of strategies, plans and assessments designed to increase transparency and accountability, and sponsored by the judiciary.	1	2	3		5	This indicator will be reported in every quarterly report.
1.3	Number of Judicial Council press releases published via media to enhance the public's understanding of reforms to judicial authorities and administration.	1	0	1		12	This indicator will be reported in every quarterly report.
2.1	Number of recommendations made for reforms intended to protect fundamental freedoms in line with international human rights standards.	0	0	0		3	This indicator will be reported in every quarterly report.
2.2	Average daily number of inquiries made for case information via kiosks and web portal (Indicator from ROLP's 2008-2011 PMEP).	21308	20197	18407		2356	This indicator will be reported in every quarterly report.
3.1	Percentage of recommendations from the Prosecution Improvement Implementation Plan which the Judicial Council agrees to implement.	100%	100%	100%		50%	This indicator will be reported every quarter beginning in the second quarter of 2012.
3.2	Number of automated case management functions implemented to enhance civil and criminal case management, execution and enforcement.	0	2	1		5	This indicator will be reported in every quarterly report.

Abed to provide us with the final numbers for 2013

The Access to Justice Report contains 4 Human Rights related recommendations, this will be reported in Q4 PMEP.

Indicator 0.2: # of USG-assisted courts with improved case management systems.

Total = ???

Name of Court	Type of Court	Province	Weighted Average Number of Days Prior to Case Disposition		Did the weighted average number of days decrease?	Data Source
			2011	2012		Has a copy of the MIZAN report been saved to the ROLP server?

Indicator 0.3: # of judges and judicial personnel trained with USG assistance.

Total = 84

Name of Training	Province	Type of Training	Duration		Number of Trainees			Data Source		
			Start Date	End Date	Male	Female	Total	Does the ROLP Finance Department have attendance sheets from the training?	Do the attendance sheets have names and signatures?	Were photos of the training taken and saved on the ROLP server?
Sponsor the development of a crime scene protocol manual	Capital Governorate		2/9/2013	2/9/2013	12	0	12	Yes	Yes	Yes
Anti Human Trafficking	Capital Governorate		8/9/2013	9/9/2013	21	1	22	Yes	Yes	Yes
Anti Human Trafficking	Capital Governorate		11/9/2013	12/9/2013	23	2	25	Yes	Yes	Yes
Anti Corruption	Capital Governorate		18/9/2013	19/9/2013	23	2	25	Yes	Yes	Yes
TOTAL					79	5	84			

Indicator 0.4: # of USG sponsored workshops where judges and judicial personnel take the lead in drafting laws, regulations and procedures.

Total = 3

Name of Workshop	Province	Duration		Subject of Workshop	Outcome of Workshop (no more than three sentences)	Data Source		
		Start Date	End Date			Does the ROLP Finance Department have attendance sheets from the workshop?	Do the attendance sheets have names and signatures?	Were photos of the workshop taken and saved on the ROLP server?
anti corruption investigation skills training (advance)	Capital Governorate	18/9/2013	18/9/2013	train on practical and real cases by brain storming and connect the clues to reveal facts and perpetrator of the crime/enhance the investigation skills of prosecution members when handling corruption cases	the main goal of this training sessions is raising the competences for participants in dealing and investigation in corruption crimes .	Yes	Yes	Yes
		19/9/2013	19/9/2013			Yes	Yes	Yes
develop the crime scene guideline	Capital Governorate	2/9/2013	2/9/2013	developing a crime scene guideline for the public prosecutor and the police officers,contains the roles and tasks for every part at the crime scene	finalize the first draft of the crime scene guideline with our stakeholders ,next step will be printing and launching.	Yes	Yes	Yes
anti human trafficking	Capital Governorate	8-Sep-13	9-Sep-13	train on practical and real cases by brain storming and connect the clues to reveal facts and perpetrator of the crime/enhance the investigation skills of prosecution members when handling human trafficking cases	the main goal of this training sessions is raising the competences for participants in dealing and investigation in human trafficking crimes .	Yes	Yes	Yes
		11-Sep-13	12-Sep-13			Yes	Yes	Yes

Indicator 1.1: # of legal provisions, regulations and procedures designed to enhance judicial independence supported with USG assistance.

Total =0

Name of Law, Regulation, or Procedure	Type	Description (no more than three sentences)	Did the Government of Jordan pass the Law, Regulation, or Procedure?	Summary of ROLP Assistance (no more than three sentences)	Data Source	
					Does the ROLP have a copy of the finalized legal provision, regulation or procedure?	Does the copy have a Government of Jordan seal or signature on it?

Indicator 1.2: # of strategies, plans and assessments designed to increase transparency and accountability, and sponsored by the judiciary.

Total = 3

Name of Strategy, Plan or Assessment	Type	Which department sponsored it?	Description (no more than three sentences)	Data Source	
				Does the ROLP have a copy of the finalized strategy, plan or assessment?	Does the copy have a Government of Jordan seal or signature on it?
Long term IT & Automation and Needs Assessment for MOJ	Assessment	IT Component & Judicial Advisor - ROLP	overall assessment of the IT & Automation Needs for the MOJ. Report to contain recommendations.	Yes	No
Amman Court of Appeals Assessment Report & Recommendations	Assessment	IT Component & Judicial Advisor - ROLP	Assessment of operations & gap analysis of the Amman Court of Appeals. The goal is to present a blueprint for future actions.	Yes	No
Access to Justice Report & Recommendations completed for submission in July	Assessment	Justice Center for Legal Assistance - JCLA & Prosecution Component - ROLP	An overall assessment of the public access to Jordanian Courts. Report to contain recommendations and will e filed in July.	Yes	No

Please note that this activity was projected during Q2

Indicator 1.3: # of Judicial Council press releases published via media to enhance the public's understanding of reforms to judicial authorities and administration.

Total = 1

Subject of Press Release	Month & Year Published	Description of Press Release (no more than three sentences)	How was it communicated? What type(s) of media?	Data Source
				Does the ROLP have a copy of the press release in its files?
Exchange meeting between Judges and Journalists		A round table was conducted between journalists and judges to discuss relation between judiciary and media. Ten judges and 25 journalists participated in the meeting, in addition to the three staff in media office, two administrative staff from Judiciary council and CDFJ staff. The meeting was held in Marriott Amman hotel on Tuesday 24 September.	Other Website	Yes

Petra News, Addustour, Al-Rai

Indicator 2.1: # of recommendations made for reforms intended to protect fundamental freedoms in line with international human rights standards.

Total = 0

Name of Recommendation	Did the Government of Jordan receive the recommendation?	Who in the Government of Jordan received the recommendation? Name and title?	How does it protect freedoms? (no more than three sentences)	Data Source
				Does the program have a copy in its files of the recommendation addressed to the Government of Jordan?

Indicator 2.2: Average daily number of inquiries made for case information via kiosks and web portal.

Total = 18406.96

Time Period		Average daily number of inquiries			Data Source
Start Date	End Date	Kiosk	Web Portal	Total	Has a copy of the MIZAN report been saved to the ROLP server?
1-Dec-11	31-Mar-12	744	2844	3588	Yes
1-Apr-12	16-Jun-12	411.17	19308.10	19719.27	Yes
17-Jun-12	22-Aug-12	284.50	18153.26	18437.76	Yes
1-Jul-12	24-Sep-12	239.10	18735.40	18974.50	Yes
25-Sep-12	8-Dec-12	200.43	20191.31	20391.73	Yes
9-Dec-12	9-Mar-13	198.20	21110.49	21308.69	Yes
10-Mar-13	12-Jul-13	161.02	20035.58	20196.61	Yes
13-Jul-13	7-Oct-13	63.12	18343.84	18406.96	Yes
TOTAL					

Indicator 3.1: % of recommendations from the Prosecution Improvement Implementation Plan which the Judicial Council agrees

Total = 100%

Recommendation	Did the Judicial Council Agree to the recommendation?	Date Agreed	Next Steps (no more than three sentences)	Data Source
				Was the recommendation listed in the Prosecution Improvement Implementation Plan?
To continue providing and supporting training efforts in conjunction with the Specialization and Training Unit of the Judicial Council and the JJJ.	Yes	Jan-13	Trainings delivered this Quarter	Yes
Developing Standardized Crime Scene Management Guidelines for Prosecutors	Yes	Jun-13	Workshop conducted, further workshops planned for Q4	Yes
Material upgrades & renovations to selected Prosecution Offices	Yes	Jun-13	completed	Yes

to implement.

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Does ROLP have a copy of the Judicial Council's agreement in writing?

Yes

Yes

Yes

Final result will be the publication & distribution of a crime scens guideline manual to be conducted in November

Indicator 3.2: # of automated case management functions implemented to enhance civil and criminal case management, execution and enforcement.

Total = 1

Name of the Function or Application	Court(s) or Department(s) That Received It	Description of the Function or Application (no more than three sentences)	Data Source	
			Did ROLP finalize the roll out?	Does the ROLP have handover documents from the Ministry of Justice?
Data Linkages to the MOJ Database	MOJ - IT Unit	establishing electronic informational linkages in coordination with the MOJ IT unit, and to the extent feasible, create an integrated informational system throughout the Kingdom.	Yes	No

Ajloun Governorate	Yes	Yes	Legal Provi: Strategy	Judicial Council Website
Aqaba Governorate	No		Regulation Plan	Other Website
Balqa Governorate			Procedure Assessment	Judicial Council Newsletter
Capital Governorate			Other	Other
Irbid Governorate				Newspaper
Jerash Governorate				Other Print Media
Kerak Governorate				Radio
Ma'an Governorate				Television
Madaba Governorate				Other
Mafraq Governorate				
Tafilah Governorate				
Zarqa Governorate				

Justice Sector Donor's Subgroup Coordination Meeting

Wednesday 25 September 2013

10:00-12:00

ROLP Offices – Sweifieh, Amman

Agenda

1. Welcome – Robert Dean – ROLP - Chief of Party
2. Introductions
3. George Kara'a – USAID
 - a. ABA funded project
 - b. ROLP – Rule of Law Project
4. Isabelle De Goussencourt – European Delegation – Overview of on-going EU funded projects.
 - a. Criminal Justice
 - b. Penitentiary Reform
 - c. Juvenile Justice
 - d. MOJ technical assistance
 - e. Council of Europe – Assessment and Constitutional Court
5. Discussion - Further Individual Project and Organizational Programming – Questions, Updates, and Outlook
6. Anti-Corruption - Strategy
7. Conclusion

Justice Sector Donors Sub-Group Coordination Meeting

Minutes

*Wednesday – 25 September 2013
10:00 A.M. – 12:30 P.M.
ROLP Offices – Sweifeih, Amman*

Present:

1. Isabelle de Goussencourt – EU Delegation – Sub-group Chairperson.
2. George Kara'a – USAID
3. Robert Dean – COP – ROLP – (Rule of Law Project)
4. Nabil Isifan – ROLP
5. Patrick Lopez-Torres – French Embassy
6. Alfons Lentze – EU-MOJ – (Director – Support to the justice sector in meeting the required criteria for sector budget support)
7. Talat Zandak- EU- MOJ (above - sector budget support)
8. Ibrahim Aljazy – EU-MOJ (above - sector budget support)
9. Torben Adams – EU/SPIJ - Supporting Penitentiary Improvement in Jordan
10. Jim Fitzpatrick – EU/SCJIJ - Support to Criminal Justice Improvement in Jordan
11. Laura Demetris – UK Embassy
12. Maha Shomali – ABA (American Bar Association) Project
13. Stephen Weeks – U.S. Embassy
14. Guest: Schnutz Durr – Venice Commission – Council of Europe

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1. The meeting was called to order at 10:05 AM. The Agenda was distributed prior to the meeting (a copy is attached hereto). ROLP COP Bob Dean welcomed those in attendance and called the meeting to order. Those present introduced and identified themselves. In addition to the members of the sub-group, Mr. Schnutz Durr of the Venice Commission, Council of Europe, was introduced as a guest of **Mrs. de Goussencourt**.
 2. **Mr. Kara'a** led a discussion on the focus of the sub-group. He indicated that the key focus of this sub-group should be anti-corruption and rule of law. Some members suggested that the two topics presented too broad of a focus but for the time being, this subgroup will proceed with anti-corruption and rule of law. This issue was raised several times during the course of the meeting. Although the topics are quite broad, the best way to manage this is to create agenda for specific meetings that prioritize particular subjects within the broad areas of interest.
 3. The subgroup also discussed the appropriate frequency of the meetings. There was a consensus to meet once every two months, the Justice Sub-group meeting one or two weeks ahead of the Donor/Lender Governance Group and reporting to the larger donor's group.
 4. The subgroup then discussed and agreed that this subgroup should plan to hold meetings with our local national counterparts. **Mr. Kara'a** and **Mrs. de Goussencourt** agreed that the first counterpart should be the Minister of Justice and

- key personnel including the new secretary General of the MOJ. It was agreed that this should be arranged for late October after the Eid holiday.
5. The discussion then led to an observation that the respective roles of the Judicial Council and the MOJ are often not clearly delineated and that this causes confusion with donors.
 6. **Bob Dean and Nabil Isifan** reviewed the activities of the ROLP. The project ends in November. They noted the continuing work with the Judicial Council and its Administrative Units. Mr. Isifan discussed the IT/Automation study prepared by ROLP which provides a detailed accounting of the MOJ automation efforts and provided a plan for future development and planning for the judicial system's automation needs. Mr. Lentze remarked that this information will be very helpful to his project's efforts. Mr. Isifan also reported about the newly instituted quarterly gazettes of recent Cassation Court decisions. The second quarterly gazette will be published in October. Mr. Dean reviewed the recent prosecution-based efforts on training (anti-corruption, crime scene management, forensics, investigative skills, and human trafficking) and office renovations, upgrades and enhancements. He also reviewed the prosecution-centered study tour of the US in June which had a theme of prosecution led anti-corruption models in local, state, and federal agencies. Other activities included were the Execution of Judgments pilot project (Zarqa and West Amman Courts) which resulted in material support and enhancements to those courts.
 7. **Maha Shomali**, country director of the ABA project, reviewed the activities of the ABA programs and gave a brief history of the program which started in 2004. The ABA has a focus on judges and lawyers particularly relating to human rights. There is an emphasis on training of recently appointed judges, especially relating to judicial skills and case management. The ABA project also supports training efforts of the future judges, those university graduates with a proclivity and interest in pursuing a judicial career. As such, there is an institutional commitment to supporting the JIJ (Judicial training institute). There is a conscious effort on the part of the ABA to promote the development of women in the legal profession and judiciary and in addressing gender issues. The ABA has also supported strengthening the curriculum in the law schools, particularly in the area of human rights, gender issues, and supporting research capacities.
 8. The group then launched into a discussion of the JIJ (Judicial Institute of Jordan) and the current status of the Future Judges Program. Mr. Kara'a and Lopez-Torres addressed possible legislation relating to the JIJ and the background of attempts to support improvements to the physical plant of the JIJ. Support for the creation of a better training venue was discussed. This idea, long considered, may lead to a benchmark/milestone for EU sector budget support. This discussion made it clear that training has been and will continue to be a crucial topic for our justice counterparts.
 9. **Mrs. De Goussencourt** reviewed the EU sponsored projects and provided an overview of the EU Budget support plan of 30 Million Euro and the benchmarks needed for the funding stream to activate and proceed with the budget support.
 10. **Alfons Lentze** – Mr. Lentz introduced the project to the subgroup and provided an outline of the objectives, results, and planned activities of his recently established project. His team is co-located within the Ministry of Justice and is designed to support, advise, and encourage the MOJ in meeting the criteria and benchmarks for the future planned budget support of 30 million Euros. (See attachment to minutes).
 11. **Mr. Durr** – Mr. Durr of the Venice Commission, supported by the Council of Europe, is advising and supporting the development of the Constitutional Court in Jordan. His group is here to assist and support Jordan's court to achieve benchmarks and criteria already existing from equivalent European constitutional courts. Advice and support on legislative and constitutional issues will be provided in an effort to introduce the Jordanian court into the European constitutional court network and to facilitate information access. Mr. Lopez-Torres added that the French have been

advising Jordan's constitutional court and sharing the French experience with Jordan's court for two years on a bilateral basis. The Belgian and German cooperations/governments, not present to the meeting, also supported the establishment of the court.

12. **Torben Adams** – Mr. Adams reviewed key achievements of the penal improvement program which has four months remaining. Mr. Adams focused on the open regime program which is a work release program. He noted the robust support given to his project by his local counterpart, the Ministries of Interior and Social Development. Mr. Adams expressed the need for further financial support for the Integration Fund which aims to support released inmates. The project is involved in training and supporting a local NGO to support and assist released inmates. Meanwhile, Penal Reform International is training social workers to assist released inmates. Part of the program is to start training prisoners six months prior to their release, all in an effort to suppress recidivism.
13. **Jim Fitzpatrick** provided an overview of recent developments with the criminal justice project and distributed an outline (a copy attached hereto) of the key activities of the project this summer. The project will continue for nine more months. Of particular note was the fact that there has emerged considerable local support for an electronic monitoring program for pre-trial detainees awaiting trial. The first national prosecutors conference was held this summer and steps to implement specific sentencing alternatives are underway. This includes community service hours and anger management programs. One pilot program underway is a legal aid program co-located in a police station. This is going forward with Ministry of Justice support. The road map project continues and one very challenging project, a prosecution case file examination activity, seems to have hit a roadblock due to some case sensitivities which are to be explored further.
14. **Stephen Weeks – U.S. Embassy** – Mr. Weitz noted that the Global Integrity Group will be in Amman in the near future and will be presenting a number of anti-corruption related activities. He invited those interested to contact him regarding activities of the group during the first week in October including a dinner on October 7. Mr. Weitz recommended a subgroup focused entirely on anti-corruption efforts.
15. **Patrick Lopez-Torres** – Mr. Lopez-Torres advised the group that the Anti-Corruption Commission is available to provide a presentation of all ACC activities and efforts upon request. He also emphasized the need for a compilation of English versions of pertinent Jordanian laws. In addition to his comments regarding the French collaboration on the constitutional court, he noted that there is need for a program of training the Cassation Court on how to identify constitutional issues.
16. **Next meeting** - The group agreed to plan for the next meeting in late **October/ early November at the EU Delegation Offices.**

Human Trafficking Training
Post Action Report

Rule of Law Project (ROLP)
September 2013

Robert L. Dean
Chief of Party

Demetri Jones - Assistant United States Attorney - Eastern
District of New York.

Introduction

Early in the first year of the two-year option period of ROLP, the project conducted an assessment of the current status and needs of Jordan's prosecutors. Assisting the ROLP staff in this effort was a consultant from the United States, an experienced prosecutor and large prosecution office administrator with considerable international experience. The assessment process included three one-day needs assessment workshops to which all 90 of Jordan's prosecutors were invited. In addition a questionnaire was prepared and delivered to all of Jordan's prosecutors and attorneys general seeking written inputs on a wide range of prosecution related issues. Finally, numerous on-site interviews were conducted with prosecutors throughout the Kingdom. This resulted in a Prosecution Assessment Report¹ which has guided ROLP's prosecution support and enhancement activities for the past two years. In light of recommendations and inputs from Jordan's prosecutors and after full consultation with Jordan's prosecution leadership, it was decided that further exposure and training in combating Human Trafficking crimes was called for. Accordingly, The ROLP work plan for Y5 (the second year of the option period) specifically calls for Human Trafficking training for prosecutors.(Activity 3.3(B)).

ROLP was fortunate and pleased to engage federal prosecutor Demetri M. Jones to lead the prosecutors' training in September of 2013. She was very well received by Jordan's prosecutors who attended her training sessions. Her prior experience in investigating and prosecuting human trafficking cases and in training law enforcement personnel in the U.S. and beyond (including Jordan in years past) in this field allowed her to quickly and comfortably engage with the participants. What follows is her post-activity report. The Report concludes with a summary of the evaluation of the program submitted by the participants.

Robert L. Dean - Chief of Party

¹ See Enhancing **The Public Prosecution in Jordan: Supporting a Force for Good in Difficult Times** - March 1, 2012 - Paul R. Scoggin.

Basic Human Trafficking Training
Amman, Jordan
September 8 & 9, 2013
September 11 & 12, 2013
Trainer: Demetri M. Jones

I. The Program

The trainer conducted a basic level human trafficking training session for approximately 40 prosecutors. The training was provided in two sessions to two groups of prosecutors with each session spanning two days. The attendees included prosecutors from various regions throughout Jordan. The goals of the training were to: (1) provide attendees with a basic overview of the international standards applicable to human trafficking as well as the Jordanian law that was enacted in 2009; and (2) present the victim-centered approach and task force model method of investigating and prosecuting human trafficking offenses. It bears noting that this trainer, along with a second United States federal prosecutor, participated in a phase I basic training human trafficking course for judges and prosecutors in 2009 shortly after the enactment of the Jordanian anti-human trafficking law. This trainer also participated in a phase II extensive training program, along with a United States District Judge, in September 2010 for prosecutors and judges.

The training format consisted of lecture, power point presentation, case studies of United States prosecutions, written material and group discussion. The written material contained the Jordanian anti-human trafficking law, the substance of the power point presentation and hypothetical fact patterns. The hypothetical fact patterns were designed to simulate conditions and issues that might be anticipated to exist in human trafficking cases in Jordan. Simultaneous translation between English and Arabic was provided for all verbal communication and the written material was provided in Arabic.

Specific topics covered during the sessions included interpretation of the Jordanian anti-human trafficking law, investigative strategies and victim-related issues. Discussion of the Jordanian law resulted in heated discussion among the groups mainly focused on ambiguities that attendees saw in the drafting and language of the law. Some attendees took the

position that the law should be applied literally - as drafted and enacted - while others took the position that there existed some discretion to interpret the law so as to apply the spirit of the law, i.e. to protect victims and punish traffickers.

The attendees exhibited complete familiarity with the provisions of the law and the general consensus appeared to be that the law needed some refinement and possible amendment to clarify certain issues. For example, attendees at both sessions acknowledged that victims of trafficking who engage in some form of illegal conduct during the course of the trafficking offense may have done so only as a result of their victimization. Examples of such situations include organ donation and forced prostitution. However, there was some disagreement as to how the Jordanian anti-human trafficking law should be applied in those instances. Some attendees opined that prosecutors were bound to prosecute such victims as a matter of general law while others argued that the anti-human trafficking law provided the prosecutors with discretion to "not follow" prosecution of victims.

During the course attendees consistently recognized and raised legitimate issues that could prove detrimental to investigating and prosecuting human trafficking offenses. For example, attendees noted that although the law requires the creation of shelters for victims, only one such shelter exists to date. In addition, attendees noted that immigrant victims would likely be subject to deportation before an investigation/prosecution could be completed. Another concern raised was how to obtain foreign evidence that would be admissible in court.

II. Recommendations

Based on the comments and questions asked by attendees regarding investigative techniques and strategies and methods of obtaining foreign evidence, it appears that there is a lack of coordination between police and prosecutors. Moreover, it appeared that there is a divide between police authority and prosecutor authority that is not allowing for joint efforts at investigating human trafficking offenses. For example, although attendees expressed an understanding that their role as prosecutors includes conducting victim interviews early on in an investigation, they did not express any interest in joining police during initial interviews. It appears as though prosecutors either conduct their own separate victim interviews or rely solely on police interviews in developing cases. The issues created by a failure to have a prosecutor interview a victim early on in an investigation is exacerbated by the fact

that victims may be deported before the prosecutor has the opportunity to conduct an interview.

Additionally, when questioned about interaction with police, attendees did not express a willingness to provide guidance or suggestions to police or engage in a "joint" investigation. Under the task force model such interaction is crucial in human trafficking cases. For these reasons, it appears that prosecutors and police would benefit tremendously from joint trainings to foster communication and coordination in investigating and prosecuting human trafficking cases. Use of prior Jordanian investigations and cases as training tools would allow both police and prosecutors to examine the results of those investigations and prosecutions to determine what strategies and techniques were successful or not successful.

Based on the progress that this trainer observed since the two previous training sessions, it is apparent that the prosecutors who participated in this latest program clearly had the knowledge and experience to train their colleagues about the basic legal concepts involved in human trafficking although most lack actual hands-on experience in investigating or prosecuting a human trafficking case at this point in time. Any future training should be an in-depth program with a focus on exercises designed to allow attendees to examine issues and develop strategies and methods to build a case, preferably with joint participation and input from police, as opposed to academic discussion of the law.

III. Summary

The attendees were experienced prosecutors who displayed a very deep knowledge of the Jordanian anti-human trafficking law as well as an understanding of the international concepts of how to handle human trafficking cases. The questions asked and comments that attendees made demonstrated that they knew the provisions of the law and understood the implications of its ambiguities as well as issues regarding victim treatment, investigative needs and other issues that prosecutors face in human trafficking cases. Any future training programs should build upon the current knowledge level and expand to include joint training sessions with police using case studies from Jordanian investigations and prosecutions.

AGENDA

TRAFFICKING IN PERSONS
Amman, Jordan
September 8-9,11-12 2013

Trainer/Presenter - Ms. Demetri Jones

Assistant United States Attorney for the Eastern District of New York

Day One

- 9:00 Registration & Welcome
- 9:30 - 10:45 What is Trafficking in Persons
- General Definition
- Common Forms of Trafficking in Persons
- International Standards of Trafficking in Person and the Human Rights Based Approach
- 10:45 - 11:00 BREAK
- 11:00 - 1:00 The Nature of Trafficking in Persons in Jordan and the Legislative Response
- Overview of Jordanian Law
- Jordanian Statistics on Trafficking in Persons
- 1:00 - 1:15 BREAK
- 1:15 - 2:45 Group Discussion on Challenges to Anti-Trafficking Efforts in Jordan
- Implementation and Enforcement of Jordanian Law
- Legal Challenges
- Cultural Influences

Day Two

- 9:00 Welcome
- 9:30 - 10:45 The Victim Centered Approach and Task Force Model Case Studies from the United States & Jordan
- Forced Labor
- Domestic Servitude

10:45 - 11:00 BREAK

11:00 - 12:30 Case Studies
- Commercial Sex Trafficking

12:30 - 12:45 BREAK

12:45 - 2:45 Victim Issues
- Victim Identification
- Victim Interviews
- Victim Preparation for Testimony
- Treatment of Victims in Legal System

**Assessment of the course of human trafficking crimes
Amman from 8-9 and 11-12 / September / 2013**

Place and date of the session: The session was held at the Crown Plaza Hotel -

Target group: Judges, prosecutors and the 35 trainees.

Coach: Prosecutor Dmitry Jones.

1. Evaluation of the training material from the trainees point of view s:

- (100%) of the trainees believed that the content of the training material was appropriate for the level of the trainees, and were clear and understandable and reflected the needs of the trainees as well as being appropriate to the practical performance of the prosecutors.
- All trainees stressed that the training material has achieved a balance between theoretical and practical training.
- 97% of trainees believed that the training material included activities which enhanced the practical skills and stimulated the trainees .
- 91% of trainees believe that the training material covered all aspects of the subject.

2. Evaluation of the trainer's performance :

- (100 %) of the trainees believe that the trainer had an excellent understanding of the training material and the training method was appropriate for the level of the trainees .
- (100%) of the trainees believed that the trainer explained the training material easily and clearly and allowed the trainees to actively participate during the training sessions.
- 94% of trainees believe that the trainer presented the training appropriate to the previous experience and skills of the trainees .
- The trainer was committed to the time specified for the training.

3. Goals achieved in the course.

- Enrich the participants and stimulate their memories about the concept of human trafficking crimes.
- Reminding the prosecutors of practical and theoretical practice for human trafficking cases .
- Review the provisions of the human trafficking law and discussing the problematic articles within the law and the required amendments.
- Learning about international practices and experiences of other countries, in specific United States of America and how they implement the human trafficking law and handle real cases. .
- Learn how to deal with the accused in human trafficking cases .
- Exchanged point of views and experience on the outstanding issues in this law and access to U.S. and Jordanian law in this regard .

4. Suggested topics for future training for the judges and prosecutors:

- Human trafficking crime elements (pillars) and how to handle human trafficking crimes returns .
- Intellectual property and electronic crimes.

- Investigation skills in corruption cases.
- International treaties governing the prevention of human trafficking.
- Training regarding expatriate labor especially foreign servants in Jordan.
- Topics related to money laundering, and human rights related to human trafficking law.
- Press and Publications Law, a specially publishing on websites.
- 10. Cases of corruption and drug trafficking.
 - 11. Electronic piracy cases across continents
 - 12. Investigation skills to members of the Public Prosecution

Follow-Up Report by Anti-Corruption Consultant
JORDAN ROLP
October 2013

Prepared by Emery Adoradio for Tetra Tech DPK

Summary of Work

The consultant returned to Amman, Jordan in September 2013 as a follow-up to his work of March-April 2013 with ROLP. Specifically, the writer conducted additional anti-corruption training of public prosecutors and judges over the course of two days. As described more fully below, this training built upon investigation and prosecution skills covered in his previous trip. The training was attended by a number of public prosecutors and judges who participated in the earlier training as well as new attendees.

In addition to the anti-corruption training, the consultant presented a series of recommendations drawn from his earlier assessment of the Kingdom's anti-corruption efforts. A participant of the June study-tour of corruption prosecution offices in the US, Assistant Attorney General, Amman, Rami Salah, also presented an overview of the study-tour and key observations from his perspective.

Finally, as further follow-up to the study-tour, the consultant and Chief of Party Robert Dean interviewed a number of public prosecutors and judges who participated in the study-tour. The purpose of these interviews was to obtain feedback and to gather key "take-aways" from the perspective of the members of the delegation. In this regard, the consultant and Chief of Party were keenly interested in what participants identified about US corruption prosecution practices that has greatest potential for adoption and application in Jordan. A summary of these interviews is discussed in detail below.

Follow-up Interviews with Members of Study-Tour Delegation

Robert Dean and the consultant, along with ROLP staff Lamees Alehou and Essa Maymoun, met with several members of the study-tour delegation. These included public prosecutors from Amman, Karak and Irbid, two judges from Amman, and an Assistant Attorney General from Amman (Rami Salah). The meetings and discussions were lively and productive and provided a positive opportunity to obtain feedback about the study-tour and to hear from members their perspectives on the value of the study-tour for their work as anti-corruption prosecutors and judges in Jordan.

The consultant and Robert Dean posed a number of questions to each of the interviewees:

- What aspects of corruption prosecution in the US are most valuable for adoption and application in Jordan and why?
- What barriers would you anticipate in adopting and applying US corruption prosecution techniques in Jordan?
- Do you think that Jordan's laws need to be amended to facilitate the adoption of US corruption prosecution practices?
- Did anything surprise you with respect to what you saw/learned of US corruption prosecution offices?

These questions and others generated some interesting comments and observations by the study-tour participants. Overall, those interviewed noted that the study-tour was successful and productive and provided the Jordanians valuable exposure to US anti-corruption practices. Apart from general comments and observations, several common themes and responses emerged from these interviews. These included:

The important role of the relationship between public prosecutors and police/investigators in the US for building effective corruption cases.

Nearly all of the interviewees made mention of the close working relationship of prosecutors and police in the US. They contrasted this with Jordan where the relationship between prosecutors and police is much weaker. A number of the interviewees expressed frustration in learning of a corruption allegation from police after much time has passed, as well as about the inability to direct the police to obtain necessary evidence from the outset of a case.

Responses were mixed when interviewees were asked whether Jordan's laws need amendment to address this issue. Several interviewees noted that rather than amend the law policies should be refined and the administrative will to strengthen the prosecutor-police relationship developed. A few interviewees, on the other hand, expressed the view that Jordanian laws need amendment to address a number of issues that hinder more effective anti-corruption work, including the relationship between prosecutors and the police.

A number of the interviewees expressed surprise and admiration at and for the level of security in US prosecution offices and courthouses.

Most of the interviewees commented on how surprised they were by the high level of security provided in US prosecution offices and courthouses. Their comments focused not only on the importance of security for witness and court personnel safety, but also on the salutary effect such security has in raising respect for the rule of law. An enhancement in respect for the rule of law would assist in the cooperation of witnesses in corruption cases, as well as criminal cases generally, noted several interviewees.

The critical role cooperating witnesses/defendants play in US corruption cases.

Several interviewees commented on the critical role cooperating witnesses/defendants play in US corruption cases, as they learned in meetings with US prosecutors during the study-tour. This practice, they noted, contrasts with Jordanian prosecutions that disfavor (or even according to some, prohibit) the use of accomplices to prove criminal charges. The use of cooperators in corruption cases was also discussed during the training and has been a source of comments and discussion throughout the consultant's work with Jordanian prosecutors.

This time spent interviewing members of the study-tour added value to the project by providing perspectives and feedback from the vantage point of participants. The consultant was pleased to hear that overall the members thought highly of the study-tour and took-away practical lessons for their anti-corruption work in Jordan.

Follow-up Training and Discussion of Recommendations

As noted, the follow-up training built upon the consultant's work completed during his previous trip to Amman. The training was conducted for two separate groups and took place over two days. As was the approach during those training sessions, a corruption case scenario was distributed to participants to build corruption investigation, prosecution and adjudication skills. The scenario involved corrupt public officials engaged in a bribery scheme in a government contracting business. The scenario was handed out in stages, each adding more facts. This method encouraged critical analysis, participation, and discussion among the attendees.

The discussions and participation were very productive and lively. The consultant and Chief of Party were very impressed by the comments of participants and their ability to problem-solve various investigative and prosecution issues presented in the case scenario. The Chief of Party asked several questions challenging the participants in their approach to the case.

In addition to the training, a member of the study-tour delegation, Assistant Attorney General Rami Salah, presented his impressions of US

prosecution offices. Judge Salah provided an overview of the study-tour, cataloging the offices visited, and offered his general impressions about US corruption prosecution practices.

As did a number of delegation members interviewed, Judge Salah cited the strong prosecutor/police relationship in US offices and its importance in building effective corruption investigations and cases. Judge Salah made additional comments on the important role of circumstantial evidence in US cases, confidentiality in requests for bank records, and prosecutorial discretion. In the area of specialization, Judge Salah mentioned units dedicated to asset tracing and recovery in US prosecution offices. Such specialization, he stressed, would be highly valuable to Jordanian anti-corruption work. Interestingly, when asked by Robert Dean which US office visited would be best suited to Jordan, Judge Salah cited the state-wide Office of the Special Prosecutor in Maryland, the smallest of the many US offices visited.

Finally, at the closing of the daylong trainings, the consultant presented his findings made as part of a broad assessment of Jordan's anti-corruption efforts.¹ The presentation led to some very lively and heated discussions. A majority of the participants felt strongly that the creation of a new, national anti-corruption "strike force" was unnecessary – best to build upon current agencies and offices such as the Anti-Corruption Commission (ACC) rather than create new ones. Regarding the ACC, several participants expressed the view that the ACC is well equipped to investigate corruption cases but that moving this function into public prosecution offices would be a better arrangement. If this were done, prevention and public outreach efforts could and should remain with the ACC. In addition to these comments, participants offered their views on whether Jordan's anti-corruption laws are in need of amendment, or whether effective laws exist but enforcement is weak.

Conclusion

The consultant's time in Jordan provided a valuable opportunity to bring closure to the study-tour by seeking input and feedback from a representative sample of delegation members. Secondly, the additional training built upon and expanded the investigation skills developed during the prior sessions. And finally, receiving direct feedback from public prosecutors and judges about Jordan's anti-corruption efforts provides value for future work in this area.

¹ These findings are contained in the consultant's "Anti-Corruption Assessment Report" dated May 2013.

AGENDA

Anti-Corruption Follow-Up Program
Amman, Jordan
September 18,19 2013

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- 9:00-9:30 Registration & Welcome
- 9:30-9:40 Welcoming speech by Robert Dean - Chief of Party
- 9:40-9:55 Emery Adoradio - Anti-Corruption Prosecutor - Overview of Program
- 9:55-10:45 Review of Anti-Corruption-Themed Study Tour to US.
- 10:45 - 11:00 BREAK
- 11:00 - 1:00 Case Scenario Exercise - Mr. Adoradio
- 1:00 - 1:15 BREAK
- 1:15 - 2:30 Presentation and Group Discussion on Recommendations for Future Action
- 2:45 Lunch

Recommendations for Improving the ACC

In order to make the ACC a more effective anti-corruption agency, the following is recommended:

- ❖ Enhancing the ACC's investigative competencies through training and hiring qualified personnel with financial and forensic expertise.
- ❖ Developing formal procedures for investigators and prosecutors to meet and discuss an investigative/prosecution strategy when complaints are referred by the ACC Commissioners.

- ❖ Developing procedures for regular interaction between ACC investigators and prosecutors and the police so that investigative strategies are considered, including the value and viability of undercover and covert investigations.
- ❖ Amending the criminal procedure law so that ACC investigators may obtain bank records and take sworn statements from witnesses and suspects.
- ❖ Assessing the value of a statute that would make it a criminal offense for any civil servant or public official to accept gifts, loans or discounts unless they are strictly for private reasons.
- ❖ Enhancing the ACC's prevention work by creating corruption prevention guides for various government and business sectors. These would provide tips for closing corruption loopholes and best practices for preventing corruption. ACC staff would offer advice and practical help to enable government agencies, companies and organizations to introduce systems and procedures that are resistant to corruption.
- ❖ Expanding the ACC's prevention role by developing and implementing an integrity-testing program. Testing would have both a deterrent and detection function and would be used strategically in government and business sectors.
- ❖ Enhancing the ACC's corruption awareness role through public messaging.
- ❖ Developing and implementing a strategy for the ACC to take the lead in creating effective partnerships and coordination between anti-corruption stakeholders. As part of this strategy the ACC would chair regular meetings of stakeholders in which each would report on their anti-corruption work.
- ❖ Amending the ACC's enabling law to address accountability and transparency concerns. Several amendments should be considered, including shifting its line of reporting away from Parliament to someone chosen from outside of government. This "untouchable" would be accountable to the King, minimizing the current state of diffused accountability.
- ❖ Leveraging and coordinating resources with other donor organizations that are committed to strengthening the ACC.

Recommendations for the Establishment of a Strike Force

- ❖ Establish a national anti-corruption coordinating committee or strike force comprised of anti-corruption stakeholders. The committee's director would be drawn from outside of government, "untouchable", and as described above be accountable to the King not Parliament.
- ❖ Committee members would include representatives from the panoply of anti-corruption stakeholders: ACC, Audit Bureau, Controller of Companies, Jordan Stock Exchange, Ombudsman Bureau, Financial Disclosure Department, General Security Directorate, Income and Sales Tax Department², Anti-Money Laundering Unit, Government Procurement Department, Attorney General, Judicial Council, and other representatives, including from civil society, as appropriate.
- ❖ The strike force would have dedicated investigative and prosecution teams who would report to an operations director. The ACC would continue to handle corruption prevention and citizen awareness responsibilities but its investigative and public prosecutor staff would move to the strike force or to a specialized corruption unit within the Public Prosecutors Office.
- ❖ Alternatively, the strike force would focus strictly on coordination between stakeholders and investigative responsibilities would remain with the ACC.
- ❖ The committee or strike force would assist the prevention role of the ACC by communicating identified "corruption hazards" discussed by stakeholders.

In addition to these recommendations, the future implementation of an anti-corruption program should include:

- Providing support to the government so that assets disclosed in financial statements are verified and amending the Financial Disclosure Law so that consistent with legitimate privacy concerns prosecutors would have greater access to reports.
- Bringing police corruption cases into the jurisdiction of public prosecutors so that corruption cases involving law enforcement are heard in civil not police courts, consistent with best international practices.

² It is reported that approximately 800 million JD (1.1 billion US dollars) in tax revenue remains uncollected annually.

Prosecution Function

- Work toward the creation of a specialized corruption unit within the Public Prosecutors Office. Prosecutors assigned to the unit would serve for a minimum number of years so that experience and expertise are developed. Career enhancements, such as a Court of Cassation appointment, might be offered as part of the assignment.
- Consider the appointment of special prosecutors outside of the Ministry of Justice. These independent prosecutors would serve a five-year term.
- Increase training in several areas including gathering and analysis of financial records, debriefing of witnesses, interrogation techniques, securities fraud, and tracing and recovery of assets.
- Develop formal procedures for prosecutors and investigators/police to meet and discuss an investigative/prosecution strategy when complaints are received.
- Develop a formal mechanism for interaction between the security police and prosecutors so that undercover and covert investigations are considered and employed where feasible and productive.

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