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## COMMUNICATIONS STRATEGY JORDAN'S MINISTRY OF JUSTICE

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## ACRONYMS

AFIC	Amman's First Instance Court
GOJ	Government of Jordan
JC	Judicial Council
JIJ	Judicial Institute of Jordan
JUST	Judicial Upgrading Strategy
MASAQ	USAID-funded Rule of Law Project
MOICT	Ministry of Information and Communications Technology

## EXECUTIVE SUMMARY

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Jordan's Ministry of Justice developed in 2003 and is currently implementing the Judicial Upgrading Strategy (JUST) 2004 – 2006. This strategy is modernizing the Jordanian justice sector “to improve the overall performance of the judicial system in Jordan, enhance its role as an enabler for civil society and national competitiveness while maintaining its independence.” The plan has seven major objectives, including “increase awareness of the need to upgrade the performance of the judiciary and upgrade efforts.”

This communications strategy supports this objective of JUST, and takes an additional step to address the broader communications needs of the Ministry and the Judicial Council.

The funding for this strategy was provided by the MASAQ Rule of Law Project. This project, a three-year, \$12 million, USAID-funded program, is assisting Jordan's judicial sector to implement approximately 70 percent of the JUST plan.

While this strategy focuses on the communications needs of the Ministry, it includes a separate section on the specific needs and plans for the Judicial Council.

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## SECTION I

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### Introduction

The government of Jordan (GOJ), led by His Majesty King Abdullah II, has committed to broad-based public sector reform and support for democratic reform initiatives.

In line with the government's agenda and building on previous judicial reform efforts, Jordan's Ministry of Justice (MOJ) developed in 2003 and is currently implementing the Judicial Upgrading Strategy (JUST) 2004 – 2006. This strategy is modernizing the Jordanian justice sector "to improve the overall performance of the judicial system in Jordan, enhance its role as an enabler for civil society and national competitiveness while maintaining its independence." The plan has seven major objectives, including "increase awareness of the need to upgrade the performance of the judiciary and upgrade efforts."

This communications strategy supports this objective of JUST, and takes an additional step to address the broader communications needs of the MOJ and the Judicial Council (JC).

The funding for this strategy was provided by the MASAQ Rule of Law Project. MASAQ is a three-year, \$12 million, USAID-funded project that is assisting Jordan's judicial sector to implement approximately 70 percent of the JUST plan. Other donors are also supporting this effort, including the United Nations (UN) and the European Union (EU).

A team of three developed this strategy, including two communications consultants directly hired by MASAQ. MASAQ recently hired and seconded to the MOJ a communications advisor who was the third person on the team. She will lead the charge in developing and managing the newly established Communications Directorate and implementing the strategy.

The key outcomes of the communications strategy include:

- Identified communication objectives, messages, audiences, approaches and activities, resource requirements (staff, skills, and financial), and plan of action;
- Enhanced internal and external communications;
- Improved capacity of MOJ and JC to respond in a timely manner to public perceptions and media and civil society queries of the justice sector;
- Increased stakeholder, partner and donor information sharing;
- Increased recognition to individuals and entities within the Ministry and judiciary for their contributions to improving the judicial sector;
- Increased internal feedback to advise decision makers within the organizations regarding the public's perception and advising remedial actions.

The analysis and recommendations in this document are based on a communications needs assessment that included a review of a survey on public perceptions of the judiciary in Jordan, background documents, press clippings, and interviews with a range of people including MOJ and JC leadership and staff, government officials, business leaders, NGOs, the media, and donor-funded projects.

While this strategy focuses on the communications needs of the MOJ, it includes a separate section on the specific needs and plans for the JC. In addition, it addresses the specific communications needs of the Judicial Institute of Jordan, one of the Ministry's seven directorates.

## SECTION II

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### Background

#### A. Judicial Sector Reform in Jordan

Judicial upgrade efforts started in 2000 when the Royal Committee for Judicial Upgrade was formed. This committee launched several measures, including increasing the number of judges, granting judges salary raises, improving case management, enhancing in-court administration, enforcing penalties on delays, establishing new courts, reducing the stages of litigation, and improving the notification system.

In late 2003, the MOJ articulated a new strategy for reform: the JUST initiative. The initiative recognized that increased globalization, technological advancements and the government's efforts to encourage investment and an entrepreneurial climate require a transparent and fair judicial system. JUST presented a comprehensive plan to modernize the Jordanian justice sector "to improve the overall performance of the judicial system in Jordan, enhance its role as an enabler for civil society and national competitiveness while maintaining its independence."

The plan has seven major objectives:

- support and sustain an independent judiciary;
- build the capacity of the judiciary to support judicial independence efforts;
- increase court efficiency;
- enhance the capacity of the MOJ and transform it into a driver of reform;
- strengthen the performance of key functions of the judiciary;
- create enabling legislation that responds to civil society needs, best practice and national competitiveness;
- raise public awareness about JUST and provide an input mechanism for feedback and monitoring.

The JUST plan falls in line with the government of Jordan's broader, ongoing political and economic reform agenda. In addition, it overlaps with Jordan's National Agenda, a document released in 2006. This holistic 14-year plan provides a blueprint for Jordan's continued development and identifies the need for just legislation and sound institutions to enforce the rule of law.

#### B. The Roles of Ministry of Justice and Judicial Council

##### Ministry of Justice

The Ministry manages the administrative functions of the courts, including staffing (recruiting and training); managing the physical plant and operations of approximately 53 courthouses around the Kingdom; and providing funding for all court staff and court operations.

The Ministry also provides legal review and approval of legislation on behalf of the government and reviews international agreements that pertain to judicial cooperation, coordinating efforts with the Ministry of Foreign Affairs.

The Ministry has approximately 150 staff and manages the work of approximately 1,200 court employees.

The Judicial Institute of Jordan (JIJ), one of the Ministry seven directorates, is the Kingdom's leading training institute for judges and provides training for civil servants joining the MOJ.

**Judicial Council**

The main duties of the Judicial Council include appointing judges and managing the work of the judiciary. It is charged with safeguarding the judiciary against influence and guaranteeing the independence of the judicial branch. Finally, the council may propose legislation related to the judiciary, prosecution and litigation, and offers the GOJ legal opinion on legislation.

The JC has 11 members. Jordan has approximately 700 judges throughout its 12 governorates.

## SECTION III

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### Communications Principles

This strategy is based on the following communications principles that guided its development and will direct its implementation.

#### 1. **Two-way** vs. One-way

Two-way communications is a dialogue where target audiences are not treated merely as passive recipients of the messages. They are communicating their own messages and providing feedback, therefore enhancing understanding and building trust in the system and processes, which ultimately leads to better results. This strategy envisions opening two-way channels of communications on many levels—within the judicial sector institutions, with stakeholders and citizens.

#### 2. **Inclusive** vs. Exclusive

For the reform to succeed, it must be understood and accepted by its main stakeholders; internal audiences, GOJ institutions, and the general public. They all need to share enthusiasm, develop ownership and pride of the reforms, and acknowledge the successes of judiciary in their country. Inclusion is manifested in many ways: by involving representatives of government, judiciary, academia, parliament, and civil society in strategy development and implementation, as well as by sharing and evaluating the experiences and engaging in a dialogue about the future.

#### 3. **Open** vs. Closed

In an open communications system information is shared throughout the organization, as well as with stakeholders; it is not kept away from the others, as is the case in the closed communications systems. Openness creates a sense of belonging, teamwork, and enables the exchange of ideas, progress and development. Closed systems breed suspicion, paranoia and poor solutions.

#### 4. **Proactive** vs. Reactive

Strategic planning enables the work to be proactive, rather than reactive. In this planning process, the existing resources and environment are analyzed and priorities are established. The resulting strategic communications program enables the organization to set the agenda, lead, and plan for crisis. In short, it helps the organization more successfully achieve its goals. In reactive communications, organizations respond to inquiries and crises, and communications do not fully contribute to realizing organizational goals.

#### 5. **Positive** vs. Negative

Communications will respond to problems and crisis but will focus its energy and resources on promoting good practice and achievements. The strategy encourages emphasizing positive themes, activities, services and programs of the judiciary and Ministry.

## SECTION IV

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### Situational Analysis

This section outlines the current situation facing the justice sector with regards to communications. First, it discusses the institutional capacity, internal communications, channels of communications, coordination issues and resources. Secondly, it highlights a broad range of issues in the environment that drive the communications strategy.

#### **A. Institutional**

##### **A1. Ministry of Justice Communications capacity**

The Minister's office currently performs the communications functions for the ministry. His office handles issuing of press statements/releases and hires a reporter from a local newspaper to write and/or edit them. These statements focus, in general, on events and workshops held under the Minister's patronage and dignitary visits. Press clipping are not collected or reported on. Media work for the JIJ is handled through the Ministry.

Up until three years ago, the Ministry had a spokesperson. Since that time, the Minister himself has acted as the spokesperson.

The assistant to the Secretary General was designated as the content manager for the e-government initiative for the Ministry. This entails providing content for the first phase of the government portal, which includes basic Ministry information. The second phase will include ministerial e-services. A website for the Ministry is currently under development.

The Minister, Secretary General, as well as the Chief Justice, expressed their support for a plan to guide communications activities. The Minister has agreed to establish a directorate to handle the communications and press relations functions of the Ministry. The directorate will be managed by the seconded MASAQ communications advisor and will receive additional staff.

The MOJ has no standard materials or publications. There are few procedures and systems for communications, and opportunities are responded to on an ad hoc basis without strategic direction or plan.

##### **A2. Internal communications**

Internal communications within the MOJ are divided into two categories: work orders and informational.

Most of the work-related communications is channeled through official letters and memos through senior level and junior level staff. Discussions with MOJ staff revealed that in general it understands the expectations of work orders. A brief assessment confirmed that these sorts of communications are indeed of a high quality: junior staff has a good understanding of its function and what is required; senior staff was generally satisfied that its instructions are implemented and that it has control over administrative issues within the MOJ and the judiciary.

However, little communications within MOJ is purely informative: formal internal communications are essentially non-existent.

“There is a complete information vacuum,” said one MOJ employee.

Moreover, MOJ employees indicated that they appreciate face-to-face interaction with senior management. Nevertheless, they complain that there are no meetings with the Secretary General and/or the Minister. They believe such meetings are important because they provide an important venue for delivering messages, engaging in discussions, and getting feedback.

In addition, directorates are isolated from each other and flow of information between them is poor.

In the absence of formal communication channels, information spreads through unofficial ways with both the MOJ and court staff. Rumors are especially present when judicial relocation, appointments, new ministers, or promotions are concerned.

When asked to suggest actions that could improve the situation, MOJ staff recommended an internal newsletter and other publications with updates regarding the judicial sector, training opportunities and other internal issues. In addition, the employees suggested forming a cultural committee that would be responsible for organizing after-work activities for the MOJ staff and the judiciary, for example, establishing sports teams.

### **A3. Channels of communications at the MOJ**

Official letter and faxes are the most common means of communicating within the MOJ. Directors and the Secretary General have email, although it is not used as an official means of communication. Only these individuals have Internet access.

About 75 percent of MOJ employees have computers and have taken International Computer Drivers License (ICDL) training. While they have basic computer knowledge, they have little practice using the computer, and if they use it at all it is almost exclusively for word processing.

The Ministry is moving slowly towards providing email for nearly all staff—this process will happen gradually, as will the adoption of an “e” culture for communicating. Indications are that it will take more than a year for cross-ministry adoption of email as a means to conduct work and Internet access will more than likely be limited to higher level staff.

At the JJJ, most staff has received basic computer training and some are taking advanced courses. Like the MOJ, limited staff has access to public emails and the Internet.

### **A4. Judicial Council Communications capacity**

The Judicial Council has no staff to implement communications activities. While there is a spokesperson for the council, he is limited in his role and has no support staff for researching, writing or issuing press releases and answering media requests.

### **A5. Channels of communications with judges and court staff**

Communication between the JC and judges follows a similar pattern. Judges receive technical communication via faxes and memos but very little purely informational communications. Like the MOJ, official letter and faxes are the most common means of communicating between the JC and judges.

In general, judges have access to computers directly or through their clerks in their offices or courtrooms. Some 20-25 percent of the judges have access to the Internet, mostly through personal means, and this percentage is increasing. The New Palace of Justice (NPOJ) and Old Palace of Justice (OPOJ), 25 percent of the court staff across the Kingdom, have a network and limited Internet access. Some of these courts administrative staff has computers, but has neither access to the Internet. Computers are used to access court records and word processing.

Outside Amman, there is no network and no Internet access in the courts. The spread of technology outside Amman is expected gradually over the next several years. In addition, several new court palaces in the governorates are scheduled for opening during the next year.

Several judges suggested making the Adalleh, the on-line system that provides access to verdicts and other legal information, available through the Internet. “It would be good to have timelier update about judgments,” said one judge outside Amman. “We have the Adalleh software and one computer, but it is updated only once in a while, with a computer diskette. All the judges use that one computer to review judgments and verdicts. It is very slow.”

## **A6. Ministry of Justice and Judicial Council coordination**

In terms of communications-related functions, there are no formal mechanisms or protocols for coordinating activities, messages and data/statistics between the two institutions.

## **A7. Judicial Council and Jordan Bar Association coordination**

While bilateral meetings have been held between the JC and the Bar, there has been very little on-going dialogue, let alone mechanisms established for coordination. The Bar Association has issued a monthly gazette since 1950, which includes verdicts and judgments from the judiciary, specifically the Cassation and Higher Justice Courts. Information is gathered directly from courts and not through the MOJ or JC.

## **A8. Government of Jordan**

The government has several services that can be used by the MOJ to support the communications efforts. Those include:

- **Government’s Official Spokesperson.** Speaks on the behalf of the government on issues including Council of Ministers decisions and major political initiatives and policies.
- **Jordan Information Center.** Handles planning and logistics for routine operational communications and events involving the official spokesperson, including conferences and government announcements. The website, [www.jordan.jo](http://www.jordan.jo), is the primary resource of information on Jordanian laws and regulations, government publications and legislation, and national and international news and events. Furthermore, the website includes a section titled ‘Ask the Government’ that provides visitors the opportunity to address ministries and governmental organizations with their concerns.
- **Government Communications Network.** Approximately 90 spokespeople and communications officials from various GOJ institutions meet to coordinate messages and build working relationships.
- **Royal Cultural Center.** The government holds its press conferences at the center. It is also available for other government agencies, providing a press area and other technical assistance.
- **Media Directorate at the Prime Ministry.** Coordinates with ministries to include government information in Prime Ministry announcements and media events, particularly where they are linked to reform initiatives.
- **Royal Court.** Liaises with individual ministries to plan communications concerning the National Agenda, reform initiatives and government performance on the operational level.

## **B. Issue Environment**

### **B1. Awareness and perceptions of JUST**

#### **MOJ and court staff**

MOJ employees and court staff know very little about the JUST initiative: there have been no meetings or awareness workshops explaining JUST and its achievements. One interviewee in the MOJ was dismayed to learn about JUST from the newspapers; a year after the initiative had been launched. A minority of the interviewees could explain what JUST is and among them there was little consensus on their understanding. Staff members with legal backgrounds knew about JUST based on their personal initiative, mostly through the media. They believe that reform initiatives are dedicated to the judiciary and judges, disregarding the technical and administrative aspects. In addition, discussions with staff revealed high levels of frustration who feel overwhelmed by the reform process.

Most high-level employees are convinced that reform is the path to follow. They want to see it succeed. There are also beliefs that the plan is a good start, but overambitious: there's too much to do within the two-year timeframe.

## **Judges**

While MOJ and court staff received no communications about JUST, the initiative was communicated to judges. Activities included an annual judicial conference, dissemination of the JUST report, in addition to workshops and seminars. Although judges have a higher awareness of JUST, they too see it almost exclusively an automation project.

The first-ever survey on Jordanian perceptions of the judicial system was published in 2005. In addition to a range of questions about the judicial system itself, the survey also polled judges and lawyers about JUST.

The survey revealed that just more than half of the judges have some knowledge regarding the modernization strategy. Seventy percent of the judges believe that the strategy will lead to the modernization of the judicial system. Judges also indicated a great deal of confidence that the MOJ and JC are serious about implementing the strategy.

## **Legal community**

The same survey also revealed that more than half of the lawyers have some knowledge about JUST. Interviews indicated that lawyers' understanding is superficial and that the common perception is that it is related to computerization and has no substantial impact on the administrative and/or legal aspects of the judiciary.

Again, the lawyers reported confidence that the strategy will lead to the modernization of the judicial system and that the MOJ and JC are serious about implementing the strategy.

Lawyers interviewed indicated that they learned about the reforms through the media. There is also a perception that computerization has forced judges to speed up judgments at the cost of producing quality judgments.

## **Law school faculty**

Estimates are that 20 percent of the faculty in Jordan's 12 law schools knows about JUST. In the largest law program at the University of Jordan, nearly all are aware.

## **General public**

Somewhere between 10 and 20 percent of the Jordanian population has heard in some way about JUST with very few having a deeper understanding, according to the interviews. As with other audiences, reform is seen as purely the automation project and one that increases number of judges (although the latter is not part of JUST.) The GOJ has initiated numerous "reform" programs and

initiatives, and the public is overwhelmed with understanding all of them. People have little faith that change will actually happen, often because they are not aware of the time needed for the reform to show results. The impression is that implementation has been slow. In addition, most reform efforts are seen as foreign-sponsored, “imposed” programs and that sentiment spills over to JUST.

## **B2. Judiciary and the media**

### **Overview**

Although the situation has improved over the recent years and courts have become more open to reporters, neither journalists nor judges are satisfied with the current relationship. Judges argue that media often take a sensationalistic approach, do not understand the court procedures and report inaccurately. Media point to the judiciary as being difficult to get information from, state that rules on reporting from the courts not being clear, and that judges lack skills on how to communicate with media.

### **Specifics**

Said one high-ranking judge: “Unfortunately the media – especially some newspapers – do not know the limits. They do not stick to the news, and they exaggerate. They communicate inaccurate information.”

Besides sensationalism, media were often blamed for lack of understanding about judicial issues and court procedures. Judges, lawyers and reporters themselves point to the need for journalists training on reporting about the courts.

On the other hand, media representatives argue it is extremely difficult to cover the courts and judiciary. They list the following problems:

- The rules change too often and are not clear.
- It is hard to get information from judges. They don’t answer media calls.
- Access to information depends on whom you know and personal connections in the courts.
- Sometimes a journalist is refused information, only to see it the following day in another newspaper pointing to favoritism among judges and reporters.
- Due to the lack of clear rules, reporters are afraid they will publish something that should not be published.

Indeed, different judges have different understanding of the “rules of media engagement.” Some claim that media are allowed to report after the verdict is issued, but not during the hearings. They say that since the court hearings are public, journalists can be present as citizens, but are not allowed to report what they have heard. For that they have to get permission from the JC. The others say that hearings are public, journalists can attend them and report unless it is a special case that is closed for security reasons. Other judges indicated that if reporters want a statement or interview from a judge, they should contact the JC spokesperson.

To add to the confusion, one judge pointed to Article 39 of the Judges Code of Ethics, which provides guidance for how judges should relate to the media. It says that judges are free to express themselves by all means and methods including giving statements to the media in agreement with the law. Therefore, a reporter can ask a judge for additional information, and the judge has right to give it, even during an ongoing case and without an approval from the JC.

Several journalists mentioned that judges lack skills for communicating with media and that there is no single point of contact for information about particular cases.

Journalists recommended publishing clear rules for covering the judiciary, organizing media relations training for judges, judiciary training for reporters, and appointing judicial media contacts in the larger courts.

Journalists acknowledged the need for improving the legal culture of the citizens and are willing to be partners and take an active role in awareness raising campaign. In addition, they are open to reporting on judicial reform achievements but lacked information from judicial sector institutions on the reform.

### **B3. Legal culture**

The interviews revealed a broadly shared belief that Jordanians' understanding of Jordan's legal culture is very weak and needs to be increased. Citizens need to understand the legal system, the role of judiciary, and court procedures. They need to know their rights and responsibilities in achieving efficient and timely justice. Ignorance and stigma are often obstacles to achieving timely justice.

Citizens often see judges as employees of the executive branch. They do not understand the role of a judge and do not know that litigants should not be in contact with a judge outside the courtroom. There is no understanding that to be defendant does not mean to be a criminal; that to act as witness in a case is a civic responsibility; and that to be called as a witness does not mean that someone is automatically connected to a criminal activity.

According to a high-ranking judge: "Our highest priority now is that citizens and officials alike understand that citizens have a major role in achieving justice. Without full cooperation of citizens, justice cannot be achieved. The citizens also need to understand the role of the experts, witnesses, lawyers and judges in the judicial procedures."

Interest in improving the legal culture knowledge runs across the board. If the legal culture were higher, the citizens would know their rights and would have a better chance of achieving justice. The court system would be more efficient and society as a whole would benefit.

A consistent recommendation heard in the interviews is that the way to improve legal knowledge is through the educational system. Although Islamic legal traditions and other aspects of the judiciary are indeed taught in the schools, it is not enough for children to fully understand the way the judiciary functions. It is also evident that the education system did not follow the changes that occurred in the judiciary during the last few years. Women's role in the judiciary is not well known. According to judge in Amman: "My niece was taught in her elementary school that there were no female judges in Jordan. So I called the teacher and told her that I am one of 25 female judges and what she was teaching is not true."

Some judges expressed interest in taking an active role in a public awareness campaign – they are ready to open the courts for school and general public visits, give presentations, and issue publications. "I would suggest that the Minister of Education call for the school principals to organize lectures on how courts work, with judges coming as teachers. We are understaffed, have lots of work, and if one judge goes to teach another one will have to replace him. But nobody would complain. We all think public education is a top priority."

Several media representatives said that it is a responsibility of the media and reporters to raise awareness and educate the public on legal issues. They are also ready to take an active part in educational campaigns.

### **B4. Survey on public perceptions of the judiciary**

As noted in Section B2, the first-ever survey on Jordanian perceptions of the judicial system was published in 2005. The report, "The Judicial System in Jordan: A Perception Study," summarized the

results of a number of surveys conducted in late 2004 and in early 2005. The surveys were directed to five groups: the public (national survey), court users (non litigants); litigants, judges and lawyers.

Overall, the surveys indicated there is public trust in the judicial system and the court judgments issued in Jordan. Over three quarters of all respondents in the national survey report that they would go through the judicial system to enforce their rights.

Nonetheless, court users and litigants identified problems that affect the fairness, neutrality and integrity of the judicial system. These problems relate to judicial influence, lawyer influence of staff, favouritism, *ex parte* communications, discrimination and gender bias.

Forty-two percent of the national survey respondents believe that groups and individuals exert pressure on judges to influence their judgments. In spite of the perceived pressure on judges to influence their decisions, and their level of responsiveness to it, there is a general belief that judgments are “fair.”

Judges are very concerned about the way that judges are selected for training opportunities. Many report that only certain judges are selected for training abroad and that the selection method is not fair. They cite nepotism and favoritism as factors. They say that these same problems exist with respect to assignments for seconding at the court.

While 81 percent of the lawyers report that they do not discuss cases with the assigned judge, in the absence of the other party, 19 percent admit that they have engaged in some kind of *ex parte* communications. Of that group, 24 percent believe that such discussions did influence the judge’s opinion in the case.

The problem of gender bias within the judicial system remains pervasive. There was a clear preference by respondents for male judges over female judges. Lawyers were the least biased against female judges. In addition, women are greatly unrepresented in the legal and judicial professions.

Nearly half of the lawyers report that the new procedures for civil case management reduce the time required for service of process on parties, gathering evidence and facilitating settlements. The judges that report they have knowledge of the court management procedures favor implementing them in additional courts in Jordan. The majority of lawyers favorably view computerization of court procedures because they believe it will institutionalize litigation procedures and will provide better information to judges. They have concern, however, over the security of computerized information.

The majority of respondents report that they are satisfied with court services. However, there are significant differences between the levels of satisfaction reported by different court users. Amman’s First Instance Court (AFIC) court users are the most satisfied with court services.

AFIC court users report the highest level of satisfaction regarding the availability of information from the court. AFIC court users report that employees are available to help them and provide directions. Other court users report a problem with the availability of employees.

Information signs are available to the majority of courts users. AFIC court users report the availability of more information signs than other court users. Court users, particularly at the AFIC, indicate that the information provided on these signs helped them achieve their objectives. Judges and lawyers believe that more information signs are needed.

Judges report a low level of satisfaction with the performance of the MOJ as a service provider to the judicial system. Despite this view, over half of them think that the MOJ is responsive to the demands of the courts. They also want the MOJ “to show more interest in judges and the judicial system.”

Judges and lawyers both believe that the courses, faculty and training methods at the JIJ need improvement. Judges and lawyers agree that the JIJ is capable of qualifying judges. They believe, however, that the courses, training and trainers in the institute's diploma program need improvement. Nonetheless, judges think that this program is the best method for appointing new judges. Judges believe that the continuous training programs offered by the JIJ equip judges with practical judicial skills and enhance their knowledge of new legal developments. The vast majority of judges support judicial specialization in specific legal areas, while 21 percent do not. Judges believe that the existing courses at the JIJ help them enhance their skills.

### **C. Media Environment**

The Jordanian media scene has experienced a great deal of change in the last five years.

Most Jordanian media companies are still partially owned by the GOJ and therefore the government maintains some editorial control over content. In addition, the media censors itself in its reporting, staying away from taboo subjects. However, the media has become more daring in recent years tackling sensitive issues including abuse and corruption. Moreover, private sector ownership and increased Internet news outlets have increased the availability of additional sources of news, opinions and comment.

During the last two years, three new daily newspapers joined the four existing, new radio stations have been licensed, and two private television channels are scheduled for operation in 2006.

A survey conducted in 2005 in three largest cities in Jordan<sup>1</sup> (Amman, Irbid and Zarqa) reveals that 82 percent of the respondents read newspapers, and 61 percent listen to the radio. The situation in rural areas is different: radio is more popular due to the relatively high price of newspapers. Ninety-one percent of the households in these three cities have satellite TV. The advent of the satellite technology has hurt the terrestrial TV channels, as only 49 percent continue to watch terrestrial TV channels.

The urban population, including decision makers and influential groups read newspapers and the Internet. Internet access across the Kingdom currently stands at 12 percent and the GOJ is implementing a range of initiatives to increase access.

The media have to stand up to the new challenges: competition is increasing and for them to survive, timely and accurate information and credibility are needed. Journalists need training in investigative reporting, in separating news from views, and in staying free from influence and manipulation. Training is needed to understand the new market economy rules and changing legislation that brings greater public freedoms and rights. Journalists do not fully understand the legal system and are not fully aware of the scope of the judicial reform.

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<sup>1</sup> The "Jordan Household Media Survey 2005" by the Arab Advisors.  
<http://www.arabadvisors.com/Pressers/presser-300105.htm>

## SECTION V

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### Communications Goals

This strategy outlines four broad goals for the MOJ to achieve in the next three years—they represent the vision driving the communications work and how the Ministry and Communications Directorate function.

The communications goals are guided by the vision outlined in the JUST plan: “to improve the overall performance of the judicial system in Jordan, enhance its role as an enabler for civil society and national competitiveness while maintaining its independence.”

The communications goals are:

1. Enhance communication within the MOJ, including court staff and judges;
2. Establish mechanisms to support communications;
3. Increase public understanding of the role of the judicial sector and reform efforts;
4. Establish mechanisms for stakeholders to access information from and about the judiciary.

#### **1. Enhance communication within the MOJ, including court staff and judges**

For reform efforts to take hold and succeed, staff must be involved and informed. Beyond the reform efforts, staff must be aware of the organization’s mission, vision, activities, and successes. Organizations with open and democratic cultures of two-way, internal communications are more successful and productive than those without it.

Internal communications informs employees of their role within the organization; how they contribute to achieving its goals, therefore helping them be more effective in their work and increasing job satisfaction. Internal communications turns employees into the organization’s strongest ambassadors, sharing first-hand with family, friends and their communities the good work of the Ministry. Positive messages about reform and the activities of the Ministry will replace conjecture and gossip. It will also help staff outside Amman have less fear and increased buy-in about reform as it is “rolled out” outside Amman.

Communication will be encouraged downwards (from leadership to employees); upwards (from employees to leadership); and horizontally (between directorates). The activities will include both MOJ staff at the Ministry, as well as judges and court staff.

#### **2. Establish ways to support communications**

The MOJ must start communicating proactively with its external audiences and facilitate two-way communications. It needs to establish a flow of information and communicate to its constituencies news about the courts, reform and other initiatives, their benefits to the country, and how these audiences can influence the decision making process.

Institutional capacity and ways to communicate effectively with the key external audiences need to be established, including institutional development, staffing, communications policy development, strategic planning, and opening up communication channels.

In three-years, the MOJ will have institutional means, mechanisms, and channels to effectively communicate with external audiences.

### **3. Increase public understanding of the role of the judicial sector and reform efforts**

Jordanians across the board have a basic lack of understanding of their own judicial system, as well as their rights and responsibilities when it comes to achieving justice. It is the responsibility of the MOJ, and the judiciary, to take an active role in educating the public about the judicial sector and reform efforts. This benefits the public, the institutions and the justice sector as a whole.

As with all audiences, when the public is informed about the reform efforts in a comprehensive manner, positive messages about reform and the activities of the Ministry will replace speculation and rumors.

### **4. Establish mechanisms for stakeholders to access information from and about the judiciary**

Transparency, accountability and responsiveness are prerequisites for good governance. Jordanians have the right to know how their tax money is spent, what decisions are made, and ask questions of their government. Citizens aren't the only ones needing information on the judiciary and reform efforts. Other government entities, including the Jordan Investment Board, Ministry of Industry and Trade, need to know about these changes to promote Jordan as a good place for business.

This need for information runs two ways. In turn, government institutions and the judiciary need to listen to and respond to requests for information about the courts, judiciary and reform.

The MOJ will provide easily accessible, timely information about the MOJ and judiciary to interested parties. It will develop the ways for those constituencies to actively request information, and will develop institutional capacities and means to provide answers and information. This will enable a two-way communication, demonstrating openness and inclusion and increasing public understanding and trust.

## SECTION VI

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### Strategic Approach

The strategic approach describes in broad strokes how the MOJ will achieve its communications goals.

#### **A. A Phased Approach**

The overall approach will be conducted in two phases: Phase I that includes year one (June 2006 – 2007) and Phase II that includes years two and three (June 2007 – 2009). These tasks are described in Section IX.

Strategic planning for communications will take place on an annual basis. In April 2007, Phase I accomplishments and progress will be assessed to determine a fixed plan for the second year of implementation (2007 – 2008). Also during this time, the next years' plan (2008 – 2010) will be re-drawn. This cycle will take place again in April 2008 and so on.

Phase I focuses on establishing basic mechanisms for and institution building for planning and implementing communications activities. Phase II examines the work accomplished during Phase I and expands and enhances both mechanisms and messages.

#### **A1. Institutional**

During Phase I, the work will focus on institutional building: creating the Communications Directorate, establishing its protocols and procedures, determining mechanisms for coordination between the MOJ, JC and stakeholders, securing buy-in from leadership on its activities, and opening up two-way communications channels.

During Phase II, the work will focus on strengthening the directorate and expanding the capacity of the JC, judiciary and JIJ to plan and implement communications activities.

#### **A2. Public Education and Information**

During Phase I, the public education campaign will focus on promoting a general understanding of reform and the role of the judiciary. During Phase II, the level of understanding will be assessed to determine the necessary messages and activities to continue these efforts.

During year one, public information will be disseminated via the radio and newspapers: these media have broader accesses than TV, and are also more cost effective. The necessity and feasibility of TV will be re-evaluated during the 2007 – 2008 planning cycle.

The campaign educating the public on court locations and services will also be phased in, starting with Amman courts in Phase I (and other larger courts as feasible) and expanding throughout the Kingdom to eventually include all courts during Phase II.

#### **A3. Website**

The website will be established in Phase I, providing basic information to publics and a vehicle to collect feedback. During Phase II, the site will be expanded to be a more interactive communications tool and include e-services of the Ministry.

#### A4. Evolving Communication Channels

Judicial sector institutions are gearing up to be technologically enabled. As computerization, email and Internet access are adopted, transmission of newsletters and other updates to staff will evolve from the current paper-based system, to an electronic system. Expansion to an electronic system will happen during Phase II.

#### A5. Media Relations

During Phase I, relationships will be established with key media and basic media tools will be produced. During Phase II these relationships and tools will be enhanced and expanded.

#### B. Stakeholder Engagement

Messages, materials and other specific elements of the strategy will be developed, where appropriate, with stakeholder involvement. This includes MOJ and court staff, the judiciary, the broader legal community, civil society organizations and the media.

#### C. Recognizing Donor Involvement

Donor involvement in reform efforts is a sensitive subject. On the one hand, there are potential drawbacks with highlighting donor efforts to support reform as some see it as an intrusion into Jordanian affairs. On the other hand, for staff to coordinate with donor projects and participate in the support being offered, it needs to know what support donors are providing. Recognizing donor involvement must be tempered with maintaining the integrity and autonomy of judicial institutions. Using the reform messages indicated below and listening to feedback are critical to managing this fine line.

#### D. Messaging

Messages are what are left behind with people once the communication is finished. Core messages/themes are developed that will appear across the board. As specific communications tools and activities are developed for specific target audiences, additional messages are developed to meet those communications needs. Every communications vehicle will carry these messages; sometimes explicitly, sometimes implicitly. Clarity and appropriate repetition of messages is the key to a successful communications campaign.

#### D1. Approach

Messaging will be broken down into three phases:

1. *informing* (raising awareness of judicial reforms);
2. *persuading* (building commitment by communicating benefits);
3. *reinforcing* (sustained communications to embed reforms and changes).

Phase I messages focus on promoting a general understanding of the judicial reforms. Phase II messages identify the benefits of reform, thereby convincing target audiences to participate and support the reform efforts. Phase III messages act to underpin the work completed in previous phases by continuing to emphasize achievements and benefits and using champions to endorse reform at the government level.

In addition, the following messaging approach will be used across all communications vehicles.

- **Fact and figures.** Data will be identified that support judicial reform efforts. For example, the number of courts automated, the numbers of judges trained, the increase in court efficiency in delivering justice.

- **Survey results.** Where appropriate, results from “The Judicial System in Jordan: A Perception Study” will be integrated into communications products.
- **Personal stories.** These are very effective promotional tools. Stories will be told about justice sector employees who benefited from the reform (professional development opportunities, more work efficiency), as well as citizens using the court system and experiencing swifter case resolution. They can be used across communications tools.
- **Success stories.** Like personal stories, these are very effective promotional tools that can be used in a variety of ways. Story ideas include: women in the judiciary, court automation, developments at the JIJ, and court renovations.
- **Holistic storytelling.** People talk about the delay in resolving cases and complaints about judges. The approach will be not to pretend problems don’t exist; but rather to identify the problem and the actions taken to resolve them.
- **Women’s role.** The positive role that women play in the judiciary will be emphasized.

## D2. Reform Themes

Messaging about reform will be positive; reflecting the benefits to improving the performance of the judiciary.

- Reform is increasing fairness, transparency, accountability and equality in the justice system for all Jordanians.
- Reform is bringing swifter justice.
- Reform is homegrown: developed by Jordanians for the Jordanian judicial sector implemented by Jordanians.
- Reform doesn’t happen overnight: sustainable change takes time.
- Reform is building a strong judiciary: it is improving judicial training and benefits to judges, encouraging the best of the best to join the judiciary.
- By successfully implementing JUST, judicial sector institutions are supporting the government of Jordan’s overall reform efforts and other initiatives.
- Judicial reform is a part of the National Agenda.
- Judicial reform enhances Jordan’s economic competitiveness.

## SECTION VII

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### Target Audiences

The following have been identified as the key audiences.

#### 1. MOJ, judges, and court staff

MOJ, judges, and court staff needs to become “Jordanian Judiciary Reform Ambassadors” by being fully informed of the ongoing changes, developing ownership in the process and understanding their role in supporting it. They must also be aware of the projects working with the Ministry to support the reform initiatives to help coordinate these efforts, and support implementation.

#### 2. Policymakers

These include the Royal Court, GOJ, and parliament. Since the reform cannot succeed without their support, they need understand the reform, its benefits to the country, and their role in supporting it. This group will also play an important role of sharing the reform message to their institutions and other external audiences.

#### 3. General public

For justice to be swift and fair, citizens need to know their rights, as well as their duties in achieving justice. Reform objectives, timelines and achievements will also be communicated.

#### 4. Court users

Citizens need to know how to access the services of the courts—what services are available in which locations. This expands and improves services to citizens. In addition, for the judiciary to be more efficient, court users need to come to the court better prepared and to better understand court procedures.

#### 5. Lawyers

Lawyers are a critical part of the judicial system and must be up-to-date on the activities of the MOJ and the courts.

#### 6. Students

If Jordan’s youth is educated on the role of judiciary, the “mysteries” of the legal system are revealed and understanding, efficiency and fairness are enhanced. School children need to be explained how the judicial system functions and given an opportunity to have a personal experience of how the courts function.

#### 7. Law school faculty

Faculty from Jordan’s law schools need to be educated on the reforms to understand what they mean to them and their students

#### 8. Influential Groups

These groups, including business associations, chambers of commerce, academia, civil society organizations, experts, and lawyers, can influence policymakers. They need to understand the reform, its benefits to the country and their institutions, and their role in supporting it.

Businesses and investors are an important contingency within this target audience.

## **9. Current judges**

The MOJ will communicate directly with the existing pool of judges, along with other MOJ and court staff, regarding general MOJ efforts in reform. The JC will continue communication with judges directly on technical issues. In addition, this group must be made aware of the opportunities in continuing legal education at the JIJ. Study tours, special courses and ongoing education courses will be announced on the JIJ section of the website, giving more judges an opportunity to be aware of and participate in their programs.

## **10. Future judges**

The next generation of judges needs to be better informed about educational and professional opportunities in the Jordanian courts. The JIJ training courses need to be publicly announced and information about judicial reform made easily accessible. Communicating positively with would-be judges will help improve the professional image of judges and ultimately improve the diversity and quality of judicial appointments.

## **11. Judicial training institutes in the Arab world**

One mission of the JIJ is to become a hub for judicial training in the Arab world. Communicating the courses, programs and judicial reform efforts in Jordan will promote the institute and encourage enrollment in its programs.

## **12. Donors/International organizations**

Donor-funded projects are interested in the work of the MOJ and judiciary as a means to coordinate work with these institutions, as well as to help them coordinate with other projects with other GOJ institutions on the policy level. In addition, international organizations such as International Federation of Election Systems (IFES), Transparency International, and the World Bank, review the Ministry's work to assess transparency and efficiency of the judicial sector. All these organizations need timely, informative updates about reform efforts.

## **13. Media**

Media are channels to reach all target audiences, in particular the general public. To effectively carry the reform messages, they need to understand the judiciary and have easy access to information about and from it.

## SECTION VIII

### Overall Communications Approach

The following table summarizes the approach for communicating to these target audiences.

Target Audience	Actions They Should Take	Basic Messages	Proposed Channels
MOJ, judges, and court staff	<ul style="list-style-type: none"> <li>Develop understanding and pride the reform efforts</li> <li>Actively participate in reform efforts</li> <li>Act as reform ambassadors</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements</li> <li>Benefits to them and Jordan</li> <li>Their role in supporting reform</li> </ul>	<ul style="list-style-type: none"> <li>Staff meetings and presentations</li> <li>Internal newsletter</li> <li>Website</li> <li>Bulletin boards</li> <li>Awareness workshops</li> </ul>
Policymakers: Royal Court, GOJ, Parliament	<ul style="list-style-type: none"> <li>Provide resources for facilitating the reform</li> <li>Enact new policies and legislation to support reform</li> <li>Share judicial reform efforts within their institutions and other external audiences</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements</li> <li>Economic and other benefits of the reform</li> <li>Their role in supporting the efforts and why it's important</li> <li>Jordan's ranking in judicial reform and independence</li> <li>Jordanian corruption ranking better than some EU member states</li> </ul>	<ul style="list-style-type: none"> <li>Briefings and presentations</li> <li>External newsletter</li> <li>Website</li> <li>Conferences</li> <li>Lobbying with influential groups</li> <li>Fact and Q &amp; A sheets</li> <li>Media outreach</li> <li>JIJ newsletter</li> </ul>
General public	<ul style="list-style-type: none"> <li>Understand the importance of judicial reform; what it means to them and Jordan</li> <li>Understand how the judiciary and courts work</li> <li>Understand their rights and duties in achieving justice</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements</li> <li>How reform improves their access to justice</li> <li>How reform improves the investment climate, increasing investment and creating new jobs</li> <li>How courts work and the roles of all of the participants</li> <li>Citizen's role in the administration of justice</li> <li>Clarify terminology: including a suspect is not criminal, witness is not suspect</li> </ul>	<ul style="list-style-type: none"> <li>Public Education Campaign</li> <li>Website</li> <li>Media outreach</li> </ul>
Court users	<ul style="list-style-type: none"> <li>Understand what services are available in which courts</li> <li>Understand court processes and procedures</li> <li>Be better prepared to use court services</li> </ul>	<ul style="list-style-type: none"> <li>Court locations, services, processes and procedures</li> </ul>	<ul style="list-style-type: none"> <li>Public Education Campaign</li> </ul>
Lawyers	<ul style="list-style-type: none"> <li>Understand and support the reform</li> <li>Influence policymakers</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements—the benefits to various groups</li> </ul>	<ul style="list-style-type: none"> <li>Briefings and presentations</li> <li>Website</li> <li>Media outreach</li> <li>External newsletter</li> <li>JIJ brochure</li> <li>JIJ newsletter</li> </ul>
Students	<ul style="list-style-type: none"> <li>Understand the importance of judicial reform; what it means to them and Jordan</li> </ul>	<ul style="list-style-type: none"> <li>How courts work and the roles of all of the participants</li> <li>Citizen's role in the</li> </ul>	<ul style="list-style-type: none"> <li>Visits to the courts through civil society organizations</li> <li>Presentations</li> </ul>

Target Audience	Actions They Should Take	Basic Messages	Proposed Channels
	<ul style="list-style-type: none"> <li>Understand how the judiciary and courts work</li> <li>Understand their rights and duties in achieving justice</li> </ul>	<ul style="list-style-type: none"> <li>administration of justice</li> <li>Clarify terminology: including a suspect is not criminal, witness is not suspect</li> </ul>	
Law school faculty	<ul style="list-style-type: none"> <li>Understand and support the reform</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements—the benefits to various</li> <li>How will reform improve status and image of judges</li> <li>Programs and courses offered and professional development opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Presentations</li> <li>Public Education Campaign brochures</li> <li>JIJ brochure</li> <li>JIJ newsletter</li> </ul>
Influential groups	<ul style="list-style-type: none"> <li>Understand and support the reform</li> <li>Influence policymakers</li> <li>Share judicial reform efforts within their institutions and other external audiences</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements—the benefits to various groups</li> <li>How reform improves the investment climate, increasing investment and creating new jobs</li> <li>Jordanian judiciary is ranked the best in the Arab world</li> <li>Jordanian corruption ranking better than some EU member states</li> </ul>	<ul style="list-style-type: none"> <li>Briefings and presentations</li> <li>External newsletter</li> <li>Website</li> <li>General brochure on judicial reform and judiciary</li> <li>Fact and Q&amp;A sheets</li> </ul>
Current judges	<ul style="list-style-type: none"> <li>Be aware of continuing legal education opportunities</li> <li>Learn from other judges' who attend study tours</li> </ul>	<ul style="list-style-type: none"> <li>Programs and courses offered and professional development opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Website: JIJ section</li> <li>JIJ newsletter</li> </ul>
Future Judges	<ul style="list-style-type: none"> <li>Apply to the JIJ preparatory course</li> <li>Improve their image of the judiciary as a profession</li> </ul>	<ul style="list-style-type: none"> <li>How reform improves status and image of judges</li> <li>Programs and courses offered and professional development opportunities</li> <li>Jordanian judiciary is ranked the best in the Arab world</li> <li>Jordanian corruption ranking better than some EU member states</li> </ul>	<ul style="list-style-type: none"> <li>Presentations</li> <li>Media outreach</li> <li>JIJ brochure</li> <li>Website</li> <li>Presentations at law schools</li> <li>JIJ newsletter</li> </ul>
Judicial training institutes in the Arab world	<ul style="list-style-type: none"> <li>Register for JIJ programs</li> </ul>	<ul style="list-style-type: none"> <li>Programs and courses offered and professional development opportunities</li> <li>How reform is benefiting Jordan's judiciary</li> <li>Jordanian judiciary is ranked the best in the Arab world</li> <li>Jordanian corruption ranking better than some EU member states</li> <li>JIJ success stories</li> </ul>	<ul style="list-style-type: none"> <li>JIJ brochure</li> <li>JIJ newsletter</li> <li>Website</li> </ul>
Donors/ International organizations	<ul style="list-style-type: none"> <li>Understand and support the reform</li> <li>Influence policymakers</li> </ul>	<ul style="list-style-type: none"> <li>Reform plans and achievements—the benefits to various groups</li> <li>Benefits of collaboration on the policy level to support reform efforts</li> </ul>	<ul style="list-style-type: none"> <li>Donor/lender meetings</li> <li>Ministerial meetings with ambassadors</li> <li>External newsletter</li> <li>Website</li> <li>General brochure on judicial reform and judiciary</li> </ul>

Target Audience	Actions They Should Take	Basic Messages	Proposed Channels
			<ul style="list-style-type: none"> <li>• Media outreach</li> <li>• Fact and Q&amp;A sheets</li> </ul>
Media	<ul style="list-style-type: none"> <li>• Report about reform achievements</li> <li>• Promote reform</li> </ul>	<ul style="list-style-type: none"> <li>• Reform plans and achievements—the benefits to various groups</li> <li>• New “services” available them (briefings as well as information online including photographs, press releases, fact sheets</li> <li>• Jordanian judiciary is ranked the best in the Arab world</li> <li>• Jordanian corruption ranking better than some EU member states</li> </ul>	<ul style="list-style-type: none"> <li>• Dialogue between judges and media on reporting from courts</li> <li>• Media relations</li> <li>• Fact and Q&amp;A sheets</li> <li>• Website</li> <li>• Journalist training</li> </ul>

## SECTION IX

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### Implementation Details and Tasks

The implementation is divided into two main sections: tasks for Phase I and Phase II.

An Action Plan is included in Annex A with steps for implementation, staff responsibility, budget, and timeframes.

A budget is included in Annex B.

#### **A. Tasks for Phase I: (June 2006 – 2007)**

##### **A1. Tools and Activities Development**

###### **A1a. Internal Communications**

###### **1. Awareness workshops**

General awareness sessions for all MOJ and court staff will kick off the internal communications activities. At these sessions, at the MOJ and governorate level, general information about the Ministry's activities and JUST achievements will be communicated.

###### **2. Regular staff meetings**

In year one, regular staff meetings will be organized within the MOJ, and with judges and court staff, where on-going reform achievements and plans for the future will be presented. Focus will be on professional development and benefit to the employees and to the country. Success stories will be presented and the role each employee had in achieving the success. Materials, including the fact sheets, newsletter, and presentation, will be used.

###### **3. Internal quarterly newsletter**

The newsletter will be one of the main vehicles for internal communications. It will inform staff about the reform efforts, achievements and plans, explain its role in the process, thereby helping people develop ownership and buy-in. The inaugural issue will provide basic information about the role of the Ministry, as well as facts and figures about the courts and other Ministry and court news. Subsequent issues highlight the achievements of the Ministry, JIJ and the courts, including a specific individual or department and their role and profile a court outside Amman. Fact sheets and success stories can be converted into newsletter articles. During year one, a printed version will be created. As technology is adopted, it can evolve into either an electronic version, or something posted on the intranet or members' only area of the website.

###### **4. Bulletin boards**

Bulletin boards are a basic in facilitating communications with staff: they are perhaps the simplest and most cost effective channels of all. Given their visibility, the Communications Directorate will manage information to ensure its appropriateness.

###### **A1b. Print and electronic media**

###### **1. MOJ website**

The website will provide a broad range of information to a broad range of audiences, demonstrating the sector's efforts to promote transparency and fairness, and enable civil society, improve judicial independence and improve national competitiveness. The website will make processes and institutions more transparent and provide information to many, not just a few. The site will also provide users a means to communicate with judicial sector institutions.

At the time of this consultancy, the MOJ has already begun developing a website. Several MOJ employees were receiving training on website development and a committee was formed to build the site.

In Phase I, the website will provide basic information (“brochure-ware”) about the institutions, the courts' locations and services, information on the JIJ, and citizens' rights and responsibilities. Users will have access to the JC through a specially marked area on the MOJ's homepage.

To introduce the website to staff, a website launch day will be organized. A presentation will give staff the highlights and computers will be available the Ministry for staff to become familiar with the site. A one-page flyer will be sent to all court employees and judges with information on the site.

## **2. External newsletter**

This newsletter will be published twice a year for policymakers, businesses and investors, influential groups (including business associations, chambers of commerce, academia, civil society organizations, experts, and lawyers), media, donors, international organizations, and future judges. It highlights the achievements of the Ministry, JIJ and the courts, reports about the judicial reform and its achievements and plans. It will focus on the economic benefits of a fair and transparent judiciary, as well as Jordan's ranking in judicial reform efforts. It reuses some material published in the internal newsletter, including success stories and possibly adopted fact sheets.

## **3. JIJ Brochure**

This general informational brochure will inform a range of target audiences about the institute. It will provide an overview of the institution, its facilities, services and resources. It will include the URL to the MOJ website.

Distribution channels: MOJ, JIJ, JC, courts, law schools, conferences, presentations

## **4. JIJ Newsletter**

This newsletter, produced twice a year, will be distributed to judges, donors, institutions throughout the Arab world, and the media with updates about the institute, its programs and activities. It will include articles from Jordanian judges who participated in study tours to share lessons learned, as well as stories from visiting judges about their experiences at the JIJ. (These will be incorporated on the JIJ section of the website.) It will help promote these courses and increase enrollment from neighboring countries.

### **A1c. Public Education Campaign**

This campaign will increase the understanding of the role of the judicial sector and reform efforts with the public. As part of the campaign development with issues related to citizens' rights and responsibilities, programs on the same issues initiated by the ABA, National Council for Family Affairs, and AmmanNet need to be reviewed to assess their messages, avoid duplication and leverage resources.

The campaign will be launched through a press conference followed by additional media outreach.

## **1. General brochure on JUST**

This brochure will provide high-level information about JUST for general audiences. It will outline the goals, achievements to date, benefits to Jordan and the judiciary and future plans. It will help position the Jordanian judiciary as one of the best in the Arab world and highlight the benefits that its reform brings to the economy and citizens.

Distribution channels: MOJ, JIJ, JC, courts, law schools, conferences, presentations

## **2. Brochures on the judiciary**

These brochures are short, simply written pieces designed to raise the legal knowledge of Jordanian citizens and provide technical information regarding the courts.

Recommended topics for the first brochures:

1. The three branches of government (judiciary, parliament, and executive) with an in-depth explanation of the judiciary
2. The roles of participants in the court system: judges, witnesses, litigants, lawyers, experts, police, and others
3. Citizens' right and duties in administering justice
4. Courts' locations, services and basic procedures

Distribution channels: MOJ, JIJ, JC, courts, law schools, civil society organizations, conferences, presentations

## **3. Posters**

These posters will hang in courts around the Kingdom. The content will be derived from the brochures above, focusing on:

1. Citizens' rights and responsibilities in administering justice
2. The roles of participants in the courts system
3. The three branches of government

## **4. Pilot project on school visits to the courts**

MASAQ is proposing to fund a grant to a civil society organization to initiate a pilot project for schools children to visit the courts. This pilot project will be managed by MASAQ who will collaborate with the Communications Directorate and the Ministry of Education. The objective is to give children an opportunity to gain a basic understanding of the justice system and the role of citizens in achieving justice by visiting a courtroom. A standard presentation will be prepared for judges to give to students.

## **5. Media outreach**

The campaign will be launched at a press conference hosted by the Minister. The media will be provided excerpts of the brochures and a press release about the campaign. Media will be enlisted to assist in promoting the campaign by publishing excerpts from the brochures, editorials and articles, and other programming.

### **A1d. Media**

#### **1. Media list**

The Ministry's current media list will be assessed and expanded, if necessary. The list should have information about each journalist and notes about articles and columns. The list should be updated regularly.

## **2. Media briefings**

Regular media briefings will be organized with a frequency to be determined. The editors of the daily newspapers, Jordan Radio, Jordan TV, the Jordan Information Center, regional media representatives, and JIJ and JC will be asked to nominate reporters who cover the judiciary, both on the reform and policy level. The directorate will establish strong working relationships and trust with these journalists and facilitate the timely flow of information.

## **3. Editorial briefings**

Once a year the Minister will meet with chief editors of the leading media and explain the reform, its plans for the next year and the ways it will affect the economy and citizens. These meetings are not expected to generate immediate coverage, but to develop understanding and framework for future reporting.

## **4. Media outreach**

A comprehensive media outreach plan will be developed. It will focus on achieving the communications goals and the vision of the JUST plan and take advantage of events, conferences, major achievements and successes. Approaches with the media will also focus on stories that demystify the courts and show how Jordan is creating a legal system that provides the fair and swift administration of justice.

## **5. Media monitoring and analysis**

Systems for media monitoring will be developed. The Minister, Chief Justice and other MOJ and JC officials will be provided with photocopies of the most important print articles on the Ministry, judiciary, and reform.

## **6. Fact and Question & Answer sheets**

Fact and Question & Answer sheets will be used to communicate the importance of judicial reform in Jordan, achievements and plans. In addition, they can present basic court statistics, and Jordan's ranking in judicial independence and reform. They will be provided to the media, other identified target audiences, and posted on the website.

## **7. Journalist Training**

During year one, MASAQ will be working with a local partner to train journalists on reporting on the judiciary. MASAQ will consult with the directorate and JC on selecting journalists, identifying guest speakers from the judiciary, and determining appropriate content and design of the training program.

### **A1e. Presentations**

#### **1. Flash presentation on Jordanian judiciary reform**

This presentation focuses on JUST and achievements to date. This presentation will be given to the Cabinet, ministries, and at conferences and other events. The presentation will be copied on a CD disseminated among relevant stakeholders

#### **2. PowerPoint presentation on Jordanian judiciary reform**

A PowerPoint presentation will be prepared for briefing influential groups, policymakers and other general audiences including embassies and donors. While the flash presentation above is specific to JUST, this presentation provides more general information on the judicial sector in Jordan, reform initiatives, in addition to reform achievements.

### **3. Briefings for influential groups, policymakers and others**

Policymakers will be briefed on the reform efforts and the benefits. Materials, including the presentations, fact sheets, and newsletter, will be used.

### **4. Presentation at law schools**

These presentations will be organized by the directorate and delivered by representatives from the Ministry and/or judiciary. The idea is to introduce the judiciary in a new light, to share success stories of reform, and benefits to joining the judiciary. These presentations will help to improve the image of the judge as a profession, and ultimately improve the diversity and quality of judicial appointments.

## **B. Tasks for Phase II: (June 2007 – 2009)**

In April 2007, the strategic planning will be conducted for this term. The above tasks will be evaluated with the following additions.

### **B1. Website Enhancements**

In this phase the site will become more interactive and expand to include verdicts and forms and other e-services. A members' area will be introduced for a staff intranet. As the capacity of the JC increases along with judicial independence, this institution will have its own site.

In addition, the website will be linked to the existing database of legislation managed by the Legislative Bureau.

### **B2. Directory of Jordanian judiciary**

A directory will be published with names of judicial sector institutions, short explanation of their mission, contact persons' names and contact details. It will be distributed to contacts in the government, prime ministry, parliament, media, civil society, and academia.

### **B3. Public Education Campaign**

Years two to three will see a continuation of the public education. The initial set of brochures and posters will expand to include additional topics and the media will become an even more important ally in communicating the messages of the campaign.

In addition, the lessons learned from the pilot school visit program will be examined and expanded and potentially integrated into the national curriculum. The latter will require lobbying and cooperation with the Ministry of Education.

## SECTION X

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### MOJ Communications Directorate

#### A. The Role of the Directorate

The Communications Directorate is responsible for the communications of the Ministry of Justice with its key target audiences and stakeholders. In addition, it provides technical support to the JC and the JIJ in their daily communication with various audiences to ensure consistent messaging and quality standards in both internal and external communications and to provide guidance and leadership at the strategic level.

The Communications Directorate will act as a bridge between judiciary and media. Its role will be a two-fold. First, it will represent and promote the MOJ and judiciary in the media. At the same time, it will assist the media in gaining access to information and reporting about the work of judiciary. Both media and Ministry/JC officials will be treated as customers and a service philosophy will be developed.

#### B. The Name of the Directorate

Based on the MOJ organizational structure approved by the Cabinet, the MOJ has seven directorates, including the “PR Directorate.” Throughout this document “Communications Directorate” is used to refer to the directorate to acknowledge the broader scope of its charge. Pending Ministerial decision and Cabinet approval, the name will remain as the “PR Directorate.”

#### C. Staffing

The directorate will have three full-time staff members. In addition, the directorate will hire creative vendors or individuals to provide services including writing, design, printing, and campaign development. Additional resources, in particular a full-time, short-term writer/editor, must be hired for the remainder of 2006 to assist in the implementation of this strategy.

During Phase I, the MASAQ-seconded communications advisor will act as the director. She will identify two existing staff from the Ministry to be permanently reassigned to the directorate. Before her contract expires July 31, 2007, a new director will be hired one of two ways: either a candidate will be selected from outside the Ministry or the MOJ will announce the position internally and appoint a civil servant employee.

The staff members’ primary responsibilities are outlined below. Detailed descriptions are in Annex C

#### **Communications Director**

Leads and manages the MOJ Communications Directorate ensuring it meets performance targets within its allocated budget. Manages directorate staff to implement the MOJ communications strategy. Manages the relationships with MOJ directorates, the JC and JIJ and other key institutions and individuals. Works with the Minister, Secretary General, and others providing communications counsel and technical support. Provides senior editing to all communications materials.

#### **Communications Specialist/External Communications**

Liaises with GOJ institutions and other stakeholders to promote judicial reforms and MOJ activities. Prepares and manages the development and distribution of publications and develops content and approach for awareness sessions and workshops. Prepares and manages the dissemination of media

materials, including press releases, fact sheets and media invitations. Manages relationships with the media.

### **Communications Officer/Internal Communications**

Serves as the MOJ website editor, researching, writing, editing and posting information. Answers the public requests for general information on the judiciary. Monitors the media and develops daily press reports and disseminates to MOJ leadership and directorates Updates media database and mailing list for all audiences activities. Coordinates all logistics for awareness workshops, training programs, and press conferences.

## **D. Collaboration with Judicial and Governmental Entities**

The directorate will establish and maintain good working relationships with and will be in regular contact with the following institutions and individuals.

### **D1. MOJ Directorate for International Relations**

Heads of the two directorates will have a good working relationship and determine the delineation of responsibilities where their activities overlap. This is anticipated in several areas, including conference management (to coordinate messaging in speeches and media outreach) and in media outreach for international conventions ratified by Jordanian parliament.

### **D2. Judicial Council**

During year one, mechanisms for collaboration between the MOJ and JC will be established regarding policy, message and data-sharing issues. In addition, they need to agree on priorities, timeline and budgets for communications activities. The focus of these coordination efforts is working with the media therefore spokesperson coordination is imperative.

Policies will be established that delineate which institution is authorized to communicate what information to the media and how institutional referrals are handled between the entities.

Message coordination is important to ensure the consistency across all activities. The MOJ and JC need to agree on and synchronize their messages on the judiciary, courts, and reform.

Coordinating court data and statistics is also imperative. Collecting and analyzing court statistics will be centralized and distributed to both entities. The responsibility for this activity will be decided on by MOJ and JC leadership. Also, agreement needs to be reached on what kind of court statistics to report. What types of cases? What types of courts? The MOJ and JC need to agree on what data can be used to support the goals of communicating the reform.

During years two to three, another set of collaboration will be necessary. As contact points in the courts (judges) are appointed and trained, and the JC creates a communications unit to work directly with the media, enhanced coordination will be required. While the JC communications unit will be focusing on answering media questions specifically about the cases at hand rather than the broader issues managed by the MOJ, they still need to make sure they are following MOJ messaging and using the same data.

### **D3. JIJ**

The JIJ has its own communications agenda that must be coordinated with the MOJ. Like the MOJ and the JC, it must coordinate policy, message and data-sharing issues, as well as activities, priorities and timelines. In year one, a contact point will be identified at the JIJ and will communicate with the MOJ Communications Directorate on events and issues related to the JIJ. During years two to three, a

communications unit will be established at the JIJ and will continue to coordinate communications efforts with the MOJ.

#### **D4. MOJ spokesperson**

Initially, the director will participate in the bi-weekly meetings of the government spokespersons. When a permanent MOJ spokesperson is selected (which may or may not be the director of Communications Directorate), he or she will be briefed by the director and take over that responsibility.

#### **D5. The Royal Cultural Center**

The Royal Cultural Center will provide technical support in organizing press conferences and media events called by the Ministry.

#### **D6. Ministry of Information and Communications Technology**

The directorate will coordinate all e-government initiatives with Ministry of Information and Communications Technology (MOICT) on behalf of the MOJ and judiciary. This includes providing content for Phase I of the e-government portal and working to design the requirements and content for Phase II, which includes e-services. In addition, the directorate will ensure that information related to the judiciary on the portal meets messaging and content specifications.

In addition to working with MOICT on the e-government initiative, the directorate will coordinate with other government ministries and entities linking the MOJ website.

#### **D7. Donor-funded projects**

The MOJ works with numerous donor-funded projects on implementing the JUST initiative, as well as other projects. The Ministry must establish a means to recognize the support of donors in the media, without undermining its authority.

#### **D8. Human rights and legal sector NGOs**

The directorate will coordinate with NGOs working in human rights, judicial reform, and social issues (women rights, honor killing, juveniles). This includes providing information regarding verdicts and judgments on these issues. In addition, the directorate will share studies and researches developed on judicial reform, laws, and legislation. Moreover, the directorate will collaborate with relevant NGOs to identify priorities for developmental projects in the field of women empowerment, human and legal rights.

### **E. Communications Policies**

During the first year of the directorate, the director will develop a Communications Policies document. This document will outline the directorate's mandate and procedures, including:

- Operational issues
  - Processes for work plan and materials development
  - Processes for coordinating with relevant individuals and institutions
  - Policies on who reviews and approves materials
  - Guidelines for determining what information is released on the website
  - Processes for securing creative services vendors
  - Systems for collecting, reporting on and distributing press clippings
  - Graphic and identity standards: typeface, colors, logo usage, etc.
  - Procedures for archiving the directorate's work, including newsletters, fact sheets, photography, presentations and press clippings

- Guidelines for gathering feedback, evaluating and monitoring the communications activities
- Media issues
  - Identifying who answers media calls
  - Identifying who gives interviews and how they are prepared
  - Procedures for court staff and the media
  - Naming an op-ed writer

Once approved by the Minister, the policy will become an official MOJ document and will be made available to all MOJ employees.

## **F. Office Space and Equipment**

To effectively fulfill its role and tasks, the Communications Directorate will need the following office space and equipment:

- Two offices; one for the director, the other for the communications staff. The offices should be connected to each other or next to each other, in the MOJ in the vicinity of the Minister;
- Basic office furniture: desks, chairs, coffee table with chairs, and filing cabinets.
- Three computers with Internet connections, one scanner, one color printer; data show; TV set with satellite antenna, laptop, digital camera and video camera;
- Three telephones and three mobile phones.

## **H. Team Building**

A team building event should be organized for the MOJ staff, together with the JC spokesperson and a communications contact person from the JIJ to build rapport, establish responsibilities and collaborate on how to work together.

## SECTION XI

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### Judicial Council

Two major objectives of JUST are to support and sustain an independent judiciary and to build the capacity of the judiciary to support judicial independence efforts. At the moment, as outlined in the Section IV, the JC has neither staff nor budget to support communications activities and implement a communications strategy of its own. However, ultimately the MOJ and JC will have separate, though harmonized and coordinated communications strategies and work plans, with autonomous staff and budgets.

Since the JC is still working towards full independence, its communications strategy in Phase I (June 2006 – 2007) remains a part of MOJ strategy. In implementing it, the JC will rely heavily on the MOJ. This section also lays out a road map for hiring communications staff and developing an autonomous communications function within the JC during Phase II (June 2007 – 2009).

#### A. Goals and Target Audiences

The communications goals are:

1. Increase public understanding of the judicial sector and reform efforts;
2. Develop the relationship between media and the judiciary;
3. Improve internal communications in the judiciary, including that between MOJ/JC, with lawyer's community, with courts, and inside the courts.

In general, the target audiences are the same as those of the MOJ, with a focus on citizens, court users, the media, judges, lawyers and other GOJ institutions.

#### B. Tasks for Phase I: (June 2006 – 2007)

##### B1. Develop communications coordination protocols with MOJ

As stated in Section X, coordination between the MOJ and JC will be developed in the areas of policy, message and data/statistics.

##### B2. Public Education Campaign

Working with the MOJ Communications Directorate, the JC will actively participate in shaping the public education campaign as outlined in the MOJ Communications Strategy. The JC will provide input on the content of the brochures and posters, will appoint judges to participate in the school visits to court project, as well as participate in other educational efforts. In coordination with the MOJ, selected judges will also appear in media and promote legal culture, the independence of the judiciary and judicial reform.

##### B3. Dialogue with media on reporting from courts

Based on the MASAQ-funded journalist training outlined in Section IX, the journalists will propose guidelines for reporting on the courts. These guidelines will be used to initiate dialogue with the judges to begin the development of the rules of engagement for the media and the judiciary.

##### B4. Continue dialogue with lawyers' community

Dialogue between judges and lawyers is another top priority. Dialogue was initiated between the JC and the Bar Association, focusing on administrative procedures and ways to improve efficiency of justice. The initial results were very positive and the dialogue should be continued. Judicial reform

should be included in the agenda; the lawyers introduced to its achievements and plans, and lawyers' feedback should be heard.

## **B5. Develop presentation and media relations training for JIJ**

As judges are involved in the public education campaign by giving presentations, the JIJ will need to develop presentation skill training for the continuing legal education program. In addition, to prepare for the judges to be appointed as contact points in the court, curriculum will be developed on working with the media, giving media interviews; and general media relations. Technical assistance might be needed from donor agencies.

## **C. Tasks for Phase II: (June 2007 – 2009)**

### **C1. Hire JC communications manager**

To facilitate additional and timely communication between the courts with the media and target audiences, the JC will hire a communications manager. The communications manager will work with the JC spokesperson and MOJ communications director to define the transferring of responsibility of communications activities from the MOJ to the JC, while still ensuring coordination. The manager will take a lead role in implementing the communications tasks related to the JC.

### **C2. Develop communications capacity and manage coordination**

After the manager is hired, he or she will work with the MOJ Communications Directorate to delineate responsibilities between the institutions. As those are defined, staffing needs will be identified and the department will be developed. The JC will hire additional staff and fully develop its communications capacities. As the capacity is built, it will manage migrating the JC section of the MOJ website into a stand-alone site. In addition, it will further develop the relationship with media (by appointing spokespersons in all bigger courts, as well as developing new procedures for message coordination among them), and start developing its own fact sheets, media relations, success stories, brochures, and other materials.

## SECTION XII

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### Training

Training needs identified are divided into Phase I and Phase II.

#### A. Phase I (June 2006 – 2007)

Topic	Participants
<p><b>General Communications</b></p> <p>Training needs of the new communications staff will be assessed and training conducted. Topics can include communications planning and implementation, tool development; event planning and crisis management.</p>	MOJ Communications Directorate staff
<p><b>Effective media relations</b></p> <p>Topics will include how to develop relationship with reporters, organizing media events, briefings, media conferences; proactive vs. reactive media relations; and pitching stories.</p>	MOJ Communications Directorate staff; director of MOJ International Relations Directorate and JC and JIJ contact points
<p><b>Media interviewing: Group 1</b></p> <p>This one-day group training consists of a theoretical introduction, followed by several rounds of on-camera mock interviews, their viewing, commenting and repetition.</p>	Directors of the MOJ Communications and International Relations Directorates and MOJ and JC spokespersons
<p><b>Media interviewing: Group 2</b></p> <p>Similar to Group 1, but organized individually and half-day long.</p>	Minister, Chief Justice, JIJ Director, selected JC members
<p><b>Judiciary and Media</b></p> <p>JIJ curriculum to include developing and giving public presentations, an introduction to the relationship between the media and the courts.</p>	Judges at the JIJ

#### B. Phase II (June 2007 – 2009)

Topic	Participants
<p><b>General Communications</b></p> <p>Training needs will be assessed of the new communications staff and training conducted.</p>	JC Communications Unit
<p><b>Media interviewing: Group 3</b></p> <p>Similar to Group 1</p>	Judges acting as contact points in the identified courts

## SECTION XII

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### Feedback and Evaluation

Listening to audiences' responses to the communications messages and activities will come informally, and formally. Informally, MOJ staff needs to keep eyes and ears open to feedback and direct it to the communications team, who in turn will use it to adapt messages and tools. Formal mechanisms have also been identified below to collect opinions from audiences. Again, the Communications Directorate will develop mechanism to share and react to the feedback.

#### A. Collecting Target Audience Feedback

##### 1. MOJ website

- **Polls & Votes.** This section will include questions regarding the performance of the judiciary and specific questions on the Ministry, JC and the courts. Results will be analyzed.
- **Contact Us.** This section will include an email address for the general public and other website visitors to engage the Ministry.
- **Jordan Information Center website.** The MOJ website will be linked to [www.jordan.jo](http://www.jordan.jo). This portal features a "Ask the Government" section that allows citizens direct contact to government entities. The Communications Directorate will receive questions and feedback from website visitors on the judiciary and legal system and respond accordingly.
- **Phase II—discussion forum.** As the second phase of the website is developed, it will include an interactive discussion forum to gather information and feedback.

##### 2. Awareness Workshops

In such activities, questionnaires regarding the judiciary and MOJ communications efforts will be disseminated among invitees for feedback and comments.

##### 3. MOJ suggestion box

A box will be placed at the Ministry to collect anonymous suggestions from staff. It will provide information that can be channeled to the appropriate person/department for action and response.

##### 4. MOJ Employee Committee

A committee of MOJ staff (middle and senior management) will be formed and will meet with the Minister and/or the Secretary General once a month. Members in the committee will rotate on a monthly basis. This will provide a channel for two-way communications—staff gaining a deeper understanding of Ministry activities and top leadership hearing directly from staff the issues that are affecting them. In addition, it will provide the directorate invaluable information on internal and external communications issues.

##### 5. Press clipping reports to leadership

On a regular basis, the directorate will provide leadership with press clippings and analysis.

#### B. Awareness of Reforms

The Situational Analysis that was conducted for this communications strategy will act as a baseline for general knowledge of the judicial reforms. During the strategic planning cycle planned for April 2007, activities can be undertaken to assess increased knowledge of the reforms, including:

- Focus groups with MOJ and court staff.
- Media monitoring conducted by the directorate will identify if there has been an increase in reporting on the judiciary. In addition, it will assess the quality of the reporting.
- The media who were interviewed for the development of this strategy will be re-interviewed. Changes will be assessed.
- Reports on website will offer a wealth of information. Feedback and contact us and polling can be used to assess knowledge and attitudes.

When the next round of surveys are conducted on the perception of the Jordanian justice system, questions can be integrated that address public, judicial and others' knowledge of the reforms.

### **C. Operational**

The following performance indicators were identified for year one.

1. The MOJ Communications Directorate has established systems and policies, and staff is hired.
2. The MOJ and JC have established protocol for policy, messaging and data coordination.
3. Communications contact points at the JC and JIJ are identified.
4. The directorate staff has been trained and a team building event has been organized
5. Awareness workshops at MOJ and in governorates.
6. Two general staff meeting organized in the MOJ.
7. MOJ website launched.
8. Two issues of the external newsletter issued.
9. Three issues of the internal newsletter issued.
10. Three Q&A sheets produced for the MOJ, JC, JIJ (manual/electronic)
11. JIJ brochure produced and distributed.
12. General brochure on JUST produced and distributed.
13. Public education campaign launched by a press conference.
14. Brochures on judiciary published and distributed.
15. Posters printed and distributed in courts.
16. Pilot project on school visits to the schools organized.
17. Media list created.
18. Minister made one briefing with chief editors.
19. At least two media briefings/press conferences organized.
20. Minister appears with government spokesperson in a press conference to present achievements of the JUST.
21. Media monitoring system in place: clipping report distributed to relevant parties.
22. PowerPoint presentation produced.
23. Policymakers' briefings organized.
24. At least one presentation at law school conducted.