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Final Independent Project Evaluation of the
**“SUPPORT THE JUVENILE JUSTICE SYSTEM IN
JORDAN”**

JORT36
Jordan

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TABLE OF ACRONYMS

EU	European Union
UNODC	United Nations Office of Drugs and Crime
MOJ	Ministry of Justice
MOPIC	Ministry of Planning and International Cooperation
MOSD	Ministry of Social Development
NGO	Non Governmental Organisation
JPD	Juvenile Police Department
ITD	Information Technology Department
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
TDH	Terre des Homme
CCTV	Closed Circuit Television
PRI	Penal Reform International
JIJ	Judicial Institute of Jordan
JC	Judicial Council
MoI	Ministry of Interiors
PSD	Public Security Directorate

EXECUTIVESUMMARY

The project "Support to the Juvenile Justice System in Jordan" JORT36, was designed to provide technical assistance to the Jordanian Government to strengthen the legislative and institutional capacity of the national Juvenile Justice System, specifically through the enhancement of the judiciary capacity to process cases regarding children in contact with the law, in line with international standards and norms and with the Jordanian government policies and strategies in the field of judicial reform.

A field study was conducted to design the project in consultation with the relevant stakeholders and partners. The project, during its implementation, showed a high level of flexibility and sensitivity to the national needs. Following the establishment of the Juvenile Police Department (JPD) under the MoI's Public Security Directorate (PSD), aiming at improving the services available to children in conflict with the law in a just and child-friendly manner, an outcome to project JORT36 was added after consultations with the (JPD), the Ministry of Planning and International Cooperation (MoPIC) and the European Union (EU).

The project was tailored in partnership between the MoJ, JPD and United Nations Office on Drugs and Crime (UNODC). Funded with an overall budget of 627,106 EURO, by the EU delegation 79.73% and the Government of Germany 20.27%, the project duration lasted 32 Months (Feb. 2011 - Sept. 2013).

The main project objective is to strengthen the legislative and institutional capacity of the Juvenile Justice system in Jordan, through enhancing the capacities of the judiciary and the newly established (JPD) to deal more effectively with cases of children in contact with the law in line with the international standards and norms. The project outcomes are as listed:

Outcome 1: Children in contact with the law benefiting from a protective environment at the level of juvenile courts;

Outcome 2: The Judicial Training Institute capable of delivering specialized courses covering "Justice for Children" in a sustainable manner;

Outcome 3: The Human Rights and Family Affairs Department capable of monitoring the rights of children throughout the judicial procedure;

Outcome 4: Strengthened organizational structure and capacities of the newly established Juvenile Police Department and a work plan produced for its expansion in other police stations.

The final Independent Project Evaluation of the project JORT36 "Support to the Juvenile Justice System in Jordan" covered the entire implementation duration of the project, Feb. 2011 - Sept. 2013. It aimed at examining the extent to which the beneficiaries' needs have been met and to review the project's achievements, the expected short term and long term impact and sustainability, by evaluating the different aspects and stages of the project, including its objectives, achievements, outcomes, relevance, effectiveness, sustainability and the overall impact of the project to determine good practices and lessons learned.

The project design took into consideration different needs related to the Juvenile Justice System in Jordan in a coherent and harmonious approach. The design of the project supported more collaboration and coordination with different juvenile justice counterparts and several stakeholders, as it can be concluded

from the project document and from the conducted interviews, yet some important stakeholders such as the Bar Association were not sufficiently involved since the major focus was given to the main counterparts (MoJ and Judges). Also the project document has not been translated despite that most of the interviewed counterparts do not have a sufficient knowledge of the English language. The counterparts didn't require the translation of the document during the preparation phase or when the signing of the agreement took place, nevertheless they expressed their concerns about the language limitations during the implementation of the project, accordingly the project management started to provide the counterparts with the progress reports and follow-up in Arabic.

The project experienced a delay between the conceptualization and the implementation. Based on the project document, the implementation was scheduled to begin in February 2011 and to be completed in January 2013. Due to the political situation in Egypt early 2011, the regional office was not able to recruit the project manager before April 2011, and the frequent changes at the managerial level from the counterparts' side, beside unexpected events that took place during 2012 and 2013; a number of activities experienced a considerable delay in the implementation. Other external factors contributed to this delay, for example the three weeks strikes took place in all courts among the country during the month of May 2013, resulted the delay of the installation and upgrading of the Closed Circuit Television(CCTV) System in all courts, in addition to the long decision making procedures at the MoJ and the frequent changes at the decision making level inside the ministry including Ministers, Secretary Generals and other focal points during 2011, the delay in by the counterparts.

Nevertheless, the national counterparts expressed their satisfaction on the project management and the investment of the project resources in line with the national needs. They also expressed their appreciation for the commitment, flexibility, understanding and cooperation showed by the project management during the implementation of the project. Despite the fact, that UNODC adopted the Hand-On Management modality instead of the National Executive modality, the resistance and disagreement did not raise between the UNODC as an implementing agency and the MoJ and JPD as counterparts. Also, the containment approach, transparency and cooperation that the project adopted during the implementation helped to overcome different obstacles and challenges in a friendly and professional manner. UNODC followed the UN administrative and financial rules and regulations, while the governmental counterparts followed the national administrative and financial legal framework in receiving and registering the fixed assets provided by the project. The project was subject to two levels of monitoring; Internal monitoring against the activities of the annual work plan carried out by the national coordinator and supervised by the Regional Office in Cairo, and external monitoring on a semi-annual basis, carried out by the Steering Committee against the project achievements according to the project document and the approved annual work plan.

The cost effectiveness has been taken into consideration, the deliverables have been provided most of the time within the estimated cost or less as per to the costed work plan. Due to the financial saving in the budget, the project managed to respond to additional needs and requirements raised during the implementation of the project by the national counterparts.

For the majority of the interviewee (MoJ, JPD, Judges), the CCTV system was one of the most important achievements of the project. Children in 14 courts in all governorates among Jordan have access to the CCTV technology, backed up with trained personnel and judges. The training materials and courses have been in line with the international standards and norms, and the national counterparts reflected a good level of knowledge and commitment to respect the best interest of children in contact with the law.

Yet, the sustainability of the use of the CCTV is challenged, as no legal obligation is stated by the current law. Despite the enthusiasm and the positive reception expressed by the national counterparts, the real guarantee as agreed during the discussions and the interviews with the MoJ and MPs cannot come without a legal amendment. More work and involvement of UNODC is required to assist and to lobby with other stakeholders in the reform of the Juvenile law, like UNICEF, PRI and other national and

international organizations, taking advantage of the open discussion on the juvenile justice draft law to adopt amendments supporting the use of CCTV.

There was a general agreement among the interviewees MoJ, judges, JPD, MPs, and national and international organisations, that the project has a positive impact and direct contribution to the strengthening of the rule of law and the improvement of the juvenile cases management.

Because of the delay experienced by the project, a few numbers of planned activities have not been implemented, as follows: training courses targeting student at the Judicial Institute with the use of the produced curriculum, on-the-job training sessions targeting judges and prosecutors in coordination with the Judicial Council, a workshop targeting the staff assigned to the Human Rights and Family Affairs Department, aiming at establishing a yearly plan of action, highlighting the role of the judicial council as a key player in the juvenile justice field in Jordan. Nevertheless, the project managed to go beyond the original work plan by achieving additional results and implementing a number of activities as the following: in addition to the nine planned courts to be equipped with the CCTV systems, the project upgraded the existing systems in five courts and provided the Judicial Institute of Jordan (JI) with one system for training purposes. Also, the juvenile rooms in the upgraded courts were equipped and refurbished as needed to ensure a child friendly environment similar to the new courts, the project provided extra training courses to the IT Staff in the MoJ, as well as additional one server to store the recorded hearings/sessions using the CCTV, and a backup software for the monitoring system.

An additional outcome designed to support the newly established JPD, as will be detailed later in the report, was included in the project through a project revision in October 2012. Through this output the organizational structure and the capacities of the newly established JPD have been reviewed and a work plan has produced for its expansion in other police stations. Due to the savings in the JPD activities budget, the project managed to equip and furnish the training center at the JPD. This will enable the JPD to conduct training sessions in comfortable and professional environment.

Women's rights and gender sensitive approach have been taken into regard in the design and the implementation of the project, for example girls' need for a private space in the JPD has been considered and a female interrogation room has been equipped, and the participation of the MoJ and JPD in the capacity building activities included a number of females. Nevertheless, more efforts and dedication should be given to adopt more mainstreaming of gender, as some persisting stereotypes and misunderstandings about gender were expressed by some interviewees from the counterparts. As well, the project had a relatively modest impact at legislative strengthening level, despite the intensive attention given to the new juvenile justice draft law by international and national actors.

From the findings of the evaluation, it was not always easy to draw concrete and measurable conclusions, especially concerning the impact and the sustainability as the quantitative data has not been always available, and the use of the CCTV and the monitoring system is not backed up yet by any legislation. The project "Support to the Juvenile Justice System in Jordan JORT36, was designed in the light of a field study and consultancy with the relevant stakeholders and partners. The UNODC reacted to the establishment of the JPD with an interactive and participatory approach, showing a flexibility that helped to add an important output to the project, as detailed before. The design of the project has to a large extent been comprehensive, consultations and need assessment took place during the design phase; and the project design/log frame included a clear elaboration of outputs and indicators and provided the overall direction with specified reporting responsibilities. Yet, the use of quantitative resources and baseline data remained limited and not sufficiently mentioned in the project document.

Furthermore the project JORT36 is highly relevant and in line with the UNODC mandate in promoting Human Rights according to the international standards and norms, and the Jordanian government policies and declarations in the field of judicial reform as expressed by the counterparts and as can be inferred from the different steps taken by the Jordanian toward juvenile justice reform including the

ongoing legislative reform and the establishment of the JPD.. The needs described by the counterparts during the interviews matched the needs defined in the section related to “situation analysis and justification” of the project document, including the establishment and the reinforcement of a specialized judiciary, providing the judicial and paralegal staff dealing with children in conflict with the law with resources and capacity to perform their functions adequately and Equipping the courts with the required tools to safeguard the privacy and the rights of child victim of delinquency..

The project JORT36 “Support to the Juvenile Justice System in Jordan”, has achieved a high level of satisfaction regarding the attainment of its objectives, as expressed by the national counterparts during the field visit. The project also increased the level of discussions among the national counterparts about the need and the importance of establishing a real specialized juvenile judiciary, including the JDP and specialised prosecutors.

The project has had a positive impact on the capacities of the counterparts, for example, the MoJ is now able to track the juvenile cases at the courts level and to report any abuse of children’s rights during the legal process, due to the monitoring system developed by the project.

Although the national committee consisting of specialized national judges has been formed, the specialized curriculum and a training manual on juvenile justice targeting judges and students in the Judicial Training Institute(JTI) has been produced, the efficiency of this outcome cannot be measured, as this produced material has not been used yet. Nevertheless, MoJ and JIJ, had agreed with the UNDP to use the curriculum to build the capacities of the students and the judges dealing with cases involving juveniles.

Roles were not always clearly defined, especially within the national institutions. The project faced some delays and difficulties in communication with national counterparts, especially after changes of decision makers. However the good management of the implementing agency and trust accumulated between the project management and the national counterparts helped to overcome these challenges.

The absence of an adopted national strategic plan and the weak coordination among international actors working in the field of juvenile justice in Jordan, as expressed by many interviewees, are leading to a duplication of efforts, like for the support provided by several organizations to the capacity building of the juvenile justice institutions (Courts, MoJ and JPD). This can create some obstacles in achieving a sustainable reform and may lead to a waste of resources, this situation cannot be avoided without more coordination between different stakeholders and donors to create synergies.

The evaluation defined a set of recommendations covering different aspects of the project and its implementation, based on the findings and the conclusions. Therefore, UNODC and the counterparts are recommended to adopt a more inclusive communication policy, in order to avoid the absence or a weak involvement and participation of some of the counterparts. It is also important to build a stronger coordination policy among international actors working in the field of juvenile justice in Jordan, in order to avoid duplication of efforts and to create a more synergic and integral reform.

The establishment of the JPD is considered a positive forward step toward a national reform in juvenile justice, in harmony with the international children’s rights standards, as stated in the United Nations Standard Minimum Rules for the Administration of Juvenile Justice “The Beijing Rules”. For that, more support from donors is needed to extend the experience and to assist it to succeed. Also, the Jordanian national counterparts should draft and adopt a national strategic plan for the reform of the justice sector in general and juvenile justice sector in particular. UNODC with its experience can assist in this matter, while giving more attention to legislative reform as it is one of the most effective tools to make the change and to guarantee the sustainability.

It is also important, as mentioned before, the UNODC is recommended when designing the project, to give an adequate attention to the identification of baseline data, to determine the data needs of the different levels of performance indicators and the corresponding responsibilities of collecting, sharing and analyzing data in order to support the monitoring and evaluation of outputs and outcomes.

Although the issues of human rights were taken into consideration, the UNODC had to include more indicators concerning gender mainstreaming, like the number of females benefiting from the CCTV, the number of gender sensitive case studies used in the training activities and materials, as the subject still faces resistance and misunderstanding within the national counterparts.

Also, and as mentioned and agreed by the interviewees, the awareness activities have not been implemented in a satisfactory way, the UNODC and the counterparts, are recommended to improve the communication and the use of media and educational institutions, especially that public awareness in the field of Juvenile justice is very important considering that the access by a big part of beneficiaries to information in this matter goes through these two main tools.

One of the major concerns of every project or program is the sustainability of its results, therefore, and as expressed by several interviewees, it is very important to ensure the sustainability of the results and the objectives achieved by the project, wherefore different steps and measures can be adopted, for example, the more synergies between different projects and stakeholders are created, the more sustainability could be achieved yet as pointed out previously some overlapping has occurred. On the other hand, a pre-commitment should be obtained from counterparts prior to beginning of the project, concerning the sustainable use of the project's outcomes; it can also be legal reform requirement that would go beside a specific outcome, like in the case of the CCTV. It can be used also as a pre-condition for future funding; this can be done by adopting more built up project design and funding.

No doubt that more involvement of all partners and stakeholders in the field of Juvenile Justice, including Bar Association and the Judicial Council for example, would contribute to guarantee the sustainability, yet as stated in the findings, their participation was limited in the project. Besides that, it is also important when conducting a needs assessment, to ensure the engagement of all counterparts, and ensure adequate level of consultations with all interlocutors and relevant stakeholders by organizing meetings and round tables to create a constructive and participatory debate as it has been done by the implementing agency. Nevertheless more inclusive and holistic approach and the translation of the project document would help to ensure the national ownership of the project and its outcomes by assisting the counterparts more in understanding and defining their roles and responsibilities.

Availability of Quantitative data is very essential for the planning of the project and its outcomes and to measure the achievements. Whenever the accurate quantitative data and statistics are available, the reform programs can be designed in more effective way based on the real needs and priorities. Counterparts should be encouraged to collect data and to use the monitoring and statistical software/tools, to define baselines and to build up strategies and plans upon them.

Good planning does not eliminate the need for flexibility, and as it will be detailed later on in the report, the project, showed a high level of flexibility and sensitivity to the national needs by adopting an amendment to the project to assist the newly established JPD under the Mol's Public Security Directorate (PSD). This flexibility should be considered a good practice to be adopted in the future whenever needed.

During the evaluation of the project, it has been noticed from the reviewed documents and from the interviews, that the use of media and educational institutions was limited. The project didn't benefit from the material produced to improve the Public awareness and communication activities, despite that these two tools are very important for the Juvenile justice reform, especially that the access of beneficiaries to information in this matter goes through these two main tools as stated during the interviews.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings¹	Evidence (sources that substantiate findings)	Recommendations²
Key recommendations		
There are several drafts of strategies and plans regarding juvenile justice within different institutions but still there isn't yet an officially approved national strategic plan in juvenile justice reform.	Project documents and interviews with the MoJ and UNODC	UNODC to offer the MoJ support in developing a national strategic plan to ensure an efficient and effective reform projects in the field of juvenile justice.
The project was carefully developed in light of the national counterparts' needs and in line with the UNODC mandate in promoting Human rights and the UN standards and norms in crime prevention and criminal and Juvenile justice	UNODC Regional Program in Arab States 2011-2015, Project documents, interviews and round tables discussions	Review the achievements and failures of the project with the MoJ, Juvenile Police Department JPD and other related key stakeholders to design future projects. Special attention should be given to the new established JPD. To: UNODC and/or donors / other implementing partners
The sustainability of some activities continues to be a concern, including the use of the CCTV and the monitoring system	Project documents, interviews, courts visits	Deferent measures should be adopted to assist in the sustainability of the results and the outputs, including obtaining commitment and agreeing on certain pre-conditions with counterparts before the beginning of the project regarding the use and the sustainability of certain outputs and outcomes. To: UNODC, donors and counterparts
Little attention has been given to legislative reform, despite the ongoing discussions in the parliament and within the national and international institutions.	Project documents, interviews and round tables discussions	Give more attention to legislative reform as it is one of the most effective tools to make the change and to guarantee the sustainability. To: UNODC, donors and

¹ A finding uses evidence from data collection to allow for a factual statement.

² Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

		counterparts
In some stages of the implementation of the project, limited ownership from the counterparts was observed. This has been improved by successive consultations and meetings. The setting up of the steering committee helped in increasing the national ownership.	Project documents, interviews	More effort should be devoted to ensure the national ownership and commitment, through defining more detailed responsibilities and roles. In this regard, national counterparts should consider that any support program is a transitional assistance to help the National institutions to perform their duties in the best conditions. Nevertheless it is their duty to ensure the best use of these available resources with the concept of national ownership. To: National counterparts and UNODC
Important recommendations		
The establishment of the JPD is considered a positive step toward a national reform in juvenile justice, in harmony with the international children's rights standards.	Project documents, interviews, round tables discussions	More support is needed to extend the experience and to assist it to succeed. Coming projects should provide infrastructural support, capacity building and legislative reform. To: UNODC, donors
During the implementation period of the project rapid and frequent change of senior staff and decision makers at MoJ and JPD took place, which contributed to the delay of the implementation of several activities.	Project documents, interviews, round tables discussions	Although these changes cannot be controlled, some measures should be adopted to reduce their negative effect on the project, for example: written minutes of meetings and agreed steps should be taken, shared and documented, organizing meetings with the new appointed person in the presence of the previous one to brief him/her on the project, its implementation and plans. To: UNODC, MoJ and JPD
The lack of an officially adopted national strategy is leading sometimes to weak planning and less efficient and ad-hoc projects.	Project documents, interviews, round tables discussions	The Jordanian national counterparts should draft and adopt a national strategic plan for the reform of the justice sector in general and juvenile justice sector in particular. UNODC with its experience can assist in this matter. To: national counterparts, UNODC and donors
Gender and human rights have been mainstreamed in the project at different levels. Nevertheless the level of	Project documents, interviews	Whenever organizing training or drafting training modules and curriculums on juvenile justice for the national beneficiaries, it

<p>gender-sensitive approach should be increased, as it is still a sensitive issue and below the international standards of gender equality in different levels in Jordan as well as in many other countries. For example the Human Rights and Family Affairs Department staff has been trained to use the monitoring system to ensure the respect of children's rights, yet gender sensitive approach has not been highlighted.</p>		<p>is important to develop gender-sensitive case-studies and indicators. To: UNDP, MoJ and JPD</p>
<p>During the evaluation of the project, the interviewees agreed that the use of media and educational institutions was weak.</p>	<p>Project documents, interviews</p>	<p>Improving the use of media and educational institutions in projects concerning Juvenile Justice, since public awareness in this field is very important and most beneficiaries use these two main tools to have access to information in this field. To: JPD, MoJ and UNDP</p>

I. INTRODUCTION

Background and context

The overall concept and design of the project

The project JORT36 "Support to the Juvenile Justice System in Jordan" was designed to provide technical assistance to the Jordanian Government in order to strengthen the legislative and institutional capacity of the national Juvenile Justice System, specifically through the enhancement of the judiciary capacity to process cases regarding children in contact with the law, in line with international standards and norms.

The project was designed based on a field study and a deep consultancy with the relevant stakeholders and partners, to be in line with the Jordanian government policies and strategies in the field of judicial reform.

The project has been tailored in partnership between the MoJ, the JPD and United Nations Office on Drugs and Crime (UNODC). Funded with an overall budget of 627,106 EURO, by the EU delegation 79.73% and the Government of Germany 20.27%, the project duration lasted 32 Months (Feb. 2011 - Sept. 2013).

The project is fully in line with the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015, and has been planned to be complemented by further support to the Ministry of Social Development (MSD) and the Public Security Directorate to upgrade services rendered to this vulnerable group of children.

Further to the Jordanian Government decision to establish the JPD under the MoJ's Public Security Directorate (PSD), aiming at improving the services available to children in conflict with the law in a just and child-friendly manner that preserves their rights, including protection and dignity, an outcome to project JORT36 has been added after consultations with the Juvenile Police Department (JPD), the Ministry of Planning and International Cooperation (MoPIC) and the European Union (EU), it has been agreed that UNODC will support the JPD. As a result, UNODC, with financial support from Germany, implemented a number of activities aimed at supporting the newly established Department.

Further to that, the original project document, signed on 12/12/2010, was revised in October 2012 by the steering committee during its third meeting and approved through a contract addendum including an eight month extension with no additional cost. The revised project document included an additional outcome aiming at strengthening the organizational structure and capacities of the newly established Juvenile Police Department.

The project is implemented in Jordan, with the office of the project manager located at the MoJ based on the signed project document. The stakeholder groups to be impacted by the project outcomes are the MoJ (Human rights department), the courts and court personnel, JPD staff and staff at the Ministry of Social Development (MSD). The implementation has been undertaken by a National Project Manager supported by the Programme Coordination and Analysis Unit (PCAU) at UNODC Regional Office for the Middle East and North Africa in Cairo.

The main project objective is to strengthen the legislative and institutional capacity of the Juvenile Justice system in Jordan, through enhancing the capacities of the judiciary and the newly established JPD to deal more effectively with cases of children in contact with the law, in line with the international standards and norms. The project outcomes are as listed:

Outcome 1: Children in contact with the law benefiting from a protective environment at the level of juvenile courts;

Outcome 2: The Judicial Training Institute capable of delivering specialized courses covering “Justice for Children” in a sustainable manner;

Outcome 3: The Human Rights and Family Affairs Department capable of monitoring the rights of children throughout the judicial procedure;

Outcome 4: Strengthened organizational structure and capacities of the newly established Juvenile Police Department and a work plan produced for its expansion in other police stations.

The purpose and scope of the evaluation

The objective of the final Independent Project Evaluation of the project JORT36 “Support to the Juvenile Justice System in Jordan” is to measure objectives, achievements, outcomes, relevance, effectiveness, sustainability and the overall impact of the project to determine good practices and lessons learned, covering the entire implementation duration of the project that lasted 32 Months (Feb. 2011 - Sept. 2013).

The purpose is to examine the extent to which the beneficiaries’ needs have been met and to review the project’s achievements, the expected short term and long term impact and sustainability.

The evaluation sought to assist UNODC, the donors and the national counterparts to have a deeper understanding of the constraints and challenges the project has faced. In addition, the evaluation is expected to provide concrete recommendations for any coming projects.

Evaluation methodology

The evaluation team is composed of one independent, external expert. To perform the assigned task and deliver the desired outputs as detailed in the TOR, an evaluation mission was undertaken to Jordan in December 2013 – January 2014, and included several meetings with the implementing agency, MoJ, JPD, EU, judges, MPs and other stakeholders including TDH, PRI and UNICEF, with field visits to courts equipped with CCTV and the training centre in JPD.

The analysis of the key findings of this final Independent Project Evaluation is done by means of triangulation of sources, which is a key method for analyzing qualitative data. This method facilitated the validation of data through cross verification from two or more sources. Furthermore, quantitative analysis has been undertaken using the available statistical data collected from counterparts and the implementing agency resources.

The evaluation was performed by reviewing the relevant materials, including UNODC Regional Program Framework, project documents and partners’ reports, training materials, post training surveys, project correspondences and reports, publications, etc.. Also, in-depth open-ended interviews were conducted

with the counterparts' senior management and relevant staff, UNODC staff and project manager, EU officials. Other stakeholders were interviewed including NGOs, MPs and UNICEF. The 23 Semi-structured conducted interviews included one-on-one and groups interviews and 2 by telephone targeting a wide range of project stakeholders. The selection of the 23 interviewees from 11 institutions (UNODC, MoJ, JPD, EU, PRI, TdH, MOSD, JC, JJ), UNICEF, Parliament members and lawyers from the Jordanian Bar Association), was done in coordination with the implementing agency, based on a combination of purposive and snowballing sampling methodologies. The evaluator attended the closing ceremony of the project and used this opportunity to discuss the project and its outputs with several participants. The evaluator attended also a mock trial in the equipped room in Amman court using the provided CCTV, and two meetings organized by the parliament and other stakeholders to discuss the Juvenile Justice Draft Law and the improvement achieved in this field in the light of the needs and the actual situation. These events helped to use the on-site observation method for elaborating better idea about the project and its implementation and outputs.

The evaluation used a combination of tolls including but not limited to the below detailed methods and descriptions:

Method	Description
Monitoring and Evaluation Systems	Performance indicators have been used to measure progress, particularly actual results against expected results.
Reviewing Reports and Documents	Existing documentation has been reviewed, including quantitative and descriptive information about the initiative, its outputs and outcomes, such as documentation from capacity development activities, donor reports...
Questionnaires	Have provided a standardized approach to obtaining information on specific and wide range of topics from the interviewees
One-on-one Interviews	Have helped to solicit person-to-person responses to pre-determined questions designed to obtain in-depth information about a person's impressions or experiences within the project and its outputs,
On-Site Observation	Allowed a detailed observation form to record accurate information on-site about how the project operated (implemented activities, processes, discussions, reception of the outputs and sustainability of the results, social interactions and observable results as directly observed).
Group Interviews	Group meetings helped to explore in-depth the stakeholders' opinions, similar or divergent points of view, as well as information about their behaviours, understanding and perceptions of the project and its results. It also helped to collect information about tangible and non-tangible changes resulting from the project outputs.

The evaluation aimed to be participatory in nature, in order to build ownership of the process, findings and recommendations. Inputs have been sought from all stakeholders involved in the project, and preliminary evaluation findings were discussed with the UNODC staff in Amman. Last but not least, the evaluation findings have been also discussed with a wider range of stakeholders, in order to seek their comments, confirm the main findings of the evaluation and build ownership for possible coming projects.

Limitations to the evaluation

The evaluation encountered some limitations during the evaluation process as a result of logistical constraints, including conflicting schedules of some interlocutors and the absence of baseline and accurate quantitative data, making it difficult to measure the actual improvement in the stated desired

impact of the project. This limitation in the availability of the pre and post data does not make it very easy to hold comparisons concerning some aspects of the level of criminality to measure eventual improvements. Additionally, the scale of the interventions under the Project is limited by time frame and access to data, thus it is difficult to establish causality between the interventions and some large-scale changes.

In the training workshops (both for JPD and MOJ) pre-post exams have not been conducted in all activities to measure progress in the knowledge, which is considered step one in standard training evaluation methodologies. Nevertheless a pre test /exam took place in the JPD training. The absence and the limitation in documenting the trainings and the evaluation of the personnel within the beneficiaries' human resources files make it difficult to evaluate the level of the improvements in their capacities.

Nevertheless, the use of different tools during the field visit, including one-on-one meetings, group meetings and round tables, and the use of the questionnaire helped to derive information from different resources and with different means. Also, to mitigate these limitations, observation and field visits have been successfully used as they assist in understanding in clearer way the progress of the project. Additionally, the evaluator conducted systematic triangulation of findings and information through consulting multiple sources for the same information.

While tangible long-term sustainability indicators are difficult to define and evaluate, discussions at senior levels with stakeholders have given an indication of how much commitment exists to integrating the benefits of the project into long-term planning. Indicators to measure the progress related to the cross cutting issues, such as ways for implementation of a gender sensitive approach, respecting environmental needs and diversity, were not always easy to define as they were not sufficiently detailed with indicators in the log frame.

Map 1. map of The Hashemite Kingdom of Jordan³



³http://www.worldofmaps.net/uploads/pics/map-Jordan_governorates.png (consulted 31 March 2014)

II. EVALUATION FINDINGS

Design

The project Support to the Juvenile Justice System in Jordan (JORT36) has been designed based on a field study and on a deep consultancy with the relevant stakeholders and partners, in order to be in line with the Jordanian government policies and strategies in the field of judicial reform. The national counterparts have pointed out during the conducted meetings that Juvenile Justice Reform is in the Government priority list, and that the major challenges are connected to the lack of financial resources and the limited knowledge of the modern experiences and of the international standards, the two elements provided by the project JORT36.

The design of the project has to a large extent been comprehensive and represented a logical continuation of the previews programme strengthening the legislative and institutional capacity of the juvenile justice system in Jordan. This past experience contributed positively in the design of the current project. The design has been based on a needs assessment through extensive consultations with different stakeholders and counterparts.

The implementation has been undertaken by a National Project Manager supported by the Programme Coordination and Analysis Unit (PCAU) at UNODC Regional Office for the Middle East and North Africa in Cairo. National counterparts and other stakeholders confirmed that the project management presented an added value to the implementation of the project. Being aware of the national needs and having the necessary national and international skilled staff, contacts and networks to assist the smooth and effective implementation of the project, helped not only in overcoming the obstacles and effectively implementing the project's activities, but contributed also in strengthening the sense of national ownership by national counterparts.

The log frame reflects clearly the project documents, highlighting clear objectives, outputs, expected results and indicators based on project implementation progress within the project operational context. Nevertheless some indicators, especially the quantitative ones, were not always measurable as the detailed and reliable statistics were not available, for example statistics about the number of cases processed using the CCTV system. Yet, most indicators were given for each output and outcome; this has contributed and positively assisted to the evaluation and the measuring of the project achievements. Nevertheless, more indicators concerning gender mainstreaming should be included, as the subject still faces resistance and misunderstanding within the national counterparts.

Following the amendment of the project objectives by adding a new outcome related to the JPD, the project document has been amended and the log frame has been revised, reducing the elaborated project into a neat summarised hierarchy of activities, outputs, outcomes and objectives.

Little attention has been given to legislative reform, despite the ongoing discussions in the Parliament and within the national and international institutions. More attention should be given to the legislative reform as it is one of the most effective tools to make the change and to guarantee the sustainability as expressed by the interviewed judges, MPs and Moj. The project design took into consideration different needs to Support the Juvenile Justice System in Jordan in a coherent and harmonious approach. The

design of the project supported more collaboration and coordination with different juvenile justice stakeholders, yet more synergies should be created by coming projects.

Relevance

The project JORT36 “Support to the Juvenile Justice System in Jordan” is highly relevant in consideration of the need to support the Jordanian Judicial System, through the MoJ and JPD, to strengthen the legislative and institutional capacity of the national Juvenile Justice System, specifically through the enhancement of the judiciary capacity, and the new established JPD under the MoJ’s Public Security Directorate (PSD), to process cases regarding children in contact with the law, in line with international standards and norms.

These needs have not only been identified in the UNODC assessment report, but have also been confirmed by the national counterparts. The UNODC’s mandate and regional strategy confirm the relevance of the agency as implementing partner because of its expertise in Penal reform.

The project is fully in line with the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015. The Implementing agency is well known for its deep and professional experience in the subject of the project, and the national counterparts expressed a high level of trust and appreciation for its efforts in this project and other previous programs and activities. They expressed their desire to have a continuing cooperation with UNODC, to be built up on the achieved results.

The project, during its implementation, showed a high level of flexibility and sensitivity to the national needs; for example, further to the decision of the government of Jordan to establish the JPD under the MoJ’s Public Security Directorate (PSD), aiming at improving the services available to children in conflict with the law in a just and child-friendly manner, that preserves their rights, including protection and dignity, an outcome to project JORT36 has been added after consultations with the JPD, the Ministry of Planning and International Cooperation (MoPIC) and the European Union (EU), it has been agreed that UNODC provides support to the JPD. As a result, UNODC, with financial support from Germany, implemented a number of additional activities which aimed at supporting the newly established Department.

Efficiency

The project staff consists of a National Coordinator, responsible for project management activities and implementation, under the direct supervision of the Regional Juvenile Justice Coordinator and in close cooperation with ROMENA staff. The project has been designed to be operationally functioning at the premises of the MoJ. This allowed the project management to be in direct contact with the national counterparts and facilitated the daily follow up and coordination. This has resulted in the establishment of strong ties, trust, mutual understanding and cooperation, as well as having opened channels for future projects.

With an overall budget of Euros 627,106, 79.73% of from the EU and 20.27% from the Government of Germany, the project managed to save around US \$120,000, thanks to the drop in the prices of the equipments and the technology purchased for the project, and the good financial management of the implementing agency. It was agreed between UNODC, donors and MoJ that the saved amount will cover the following activities: US\$54,000 has been allocated to cover the activities of the JPD new component;

US\$66,000 will be used to cover the needs of backup server for the CCTV system, scanners and to cover as well the printing expenses of the extra copies of the CCTV guidelines; and the rest will cover the awareness campaign activities. On the other hand, the project managed during the end of 2012 and the beginning of 2013 to secure the 20 per cent short fall/ deficit of the budget from the Government of Germany.

The national counterparts showed a high satisfaction about the availability, the usage and the management of the project. They expressed their appreciation for the commitment, flexibility, understanding and cooperation shown by the project management during the implementation of the project.

The project faced a delay between the conceptualization and the implementation. Based on the project document, the implementation was scheduled to begin in February 2011 and to be completed in January 2013. Due to the political situation in Egypt at that time, the regional office was not able to recruit the project manager before April 2011, several changes at the managerial level within the counterparts and the unexpected events that took place during 2012 and 2013, a number of activities faced a delay in the implementation. When dealing with several counterparts and stakeholders delay is expected to occur, knowing that the administrative bureaucracy is everywhere an obstacle not easy to completely overcome. During the meetings with counterparts' officials, there was recognition to assume part of the responsibility of the delay and the lack of implementation of some activities, as it will be detailed later.

Other external factors contributed also to this delay, for example the three weeks strikes that took place in all courts around the country during the month of May 2013, caused the delay of the installation and upgrading of the CCTV System in all courts.

The frequent changes of the MoJ Ministers and Secretary Generals, and the need for several administrative approvals in any decision as mentioned by the interviewees from the MoJ, caused the delay in the implementation of some activities. The activities that experienced delays because of these elements include: the nomination of the courts that had to be equipped with the new CCTV system, the development of the curriculum and the training manual, in addition to the delay in carrying out the training for the judges using the new training manual. This considerably affected the timeframe of the instalment of the CCTV and refurbishment juvenile rooms in the courts, in addition to the implementation of the awareness and communication strategy and the training targeting judges.

The implementing agency had to go through the UNDP to acquire the equipment related to the project, but during the proceeding to announce the tender a misunderstanding between the UNODC and the UNDP occurred about its terms. The procurement procedures, reputed long by the interviewed counterparts, and the mentioned misunderstanding caused further delay in the selection of the equipment and service provider.

The need for an approved national strategy and the lack of coordination among international actors working in the field of juvenile justice in Jordan are leading to a duplication of efforts. Sometimes this can be a real obstacle in achieving a sustainable reform and can cause waste of resources; therefore more coordination is required to create synergies. For example the new established JPD is attracting the attention of national and international institutions; support programs should be designed and implemented based on a strategic plan and all stakeholders should be involved, or at least informed, about the ongoing projects and activities to help to design more efficient projects, in order to create more synergic and integral reform.

During the implementation period, the project faced rapid turnover of several decision makers and governmental personnel. These changes included MoJ Ministers and Secretary Generals; all the interviewees agreed that these changes challenged the smooth implementation of the project and its activities, and threatened the sense of ownership to the point of reviewing every time the decisions and the plans adopted previously during the process of the project.

A Steering Committee for the project has been established to play a monitoring and advisory role, in addition to providing the necessary support. The committee conducted several periodical meetings; from the meetings reports and the interviews conducted, more focus has been given to the monitoring role and less attention and effort have been given in supporting the implementation of some activities and in overcoming the challenges the project encountered. Therefore, the committee had to play a stronger role as a backup instrument because of its formulation and defined role,

The project was subject to two levels of monitoring, internal monitoring against the activities of the annual work plan carried out by the national coordinator and supervised by the Regional Office in Cairo, and external monitoring on a semi-annual basis, carried out by the Steering Committee against the project achievements according to the project documents and the approved annual work plan. During the lifetime of the project, the Steering Committee met four times.

The Steering Committee meetings and the follow up of the implementing agency represented a very good monitoring and backstopping tools. During the evaluation, counterparts expressed a high level of satisfaction about the efficiency of the project implementation, the monitoring and backstopping procedures and tools. Nevertheless some of the interviewees highlighted the role of the committee and its members could be more efficient in providing support to the project.

During the implementation of the project, UNODC adopted the Hand-On Management modality instead of the National Executive modality. The resistance has been less than in other projects and the disagreements were solved in friendly and professional way. The transparency and the cooperation adopted by the implementing agency and the project manager helped a lot in overcoming this obstacle. UNODC followed the UN administrative and financial rules and regulations, while the governmental counterparts followed the national administrative and financial legal framework in registering equipment, with no contradiction between the two systems.

The project resources have been managed in a transparent and accountable manner. All expenses have been double checked and monitored through several procedures. UN rules and regulations have been followed in order to be cost effective through the working arrangement between UNODC and UNDP, and the national counterparts respected the national regulations and laws. Counterparts praised the transparency respected by the implementing agency.

Partnerships and cooperation

The project has been planned to be complemented by further support to the (MoJ) and the public security department to upgrade services rendered to this vulnerable group of children. This inclusive and comprehensive approach is in line with the peculiarity of juvenile justice as multi-dimensional subject. This inclusive approach helped to raise the level of the national ownership as observed during the evaluation.

The project is addressing a complex subject with several partners and stakeholders. Dealing with justice sector imposes many challenges, considering that even the constitutional framework related to the

relations and the roles of justice sector pillars is not clearly defined. This situation created sometimes ambiguity leading to the absence or the weak participation of some counterparts and stakeholders (The Supreme Council of the Judiciary and the Bar Association).

Coordination and collaboration arrangements with partners and other stakeholders have been considered positively by national counterparts. Based on various interviews the project has been implemented with high level of coordination and transparency, nevertheless more stakeholders should be included in some activities related for example to public awareness (Bar association, Media, educational institutions...).

National counterparts and stakeholders have contributed in different implementation stages and outcomes of the project. This contribution has not been limited to the administrative issues; it included also the substantial part of the project, for example judges contributed to the drafting of different publications and manuals. Also the study tour in France that took place from 3-9 June 2013, has been organized in close coordination with UNDP, the MoJ, the NOG Terres des Hommes TdHand the French Embassy in Amman. The Steering Committee has been involved in the follow up and also in taking several decisions within the conceptual and contractual frame of the project.

Effectiveness

A high satisfaction has been expressed by the national counterparts on the attainment of the project objectives and its effectiveness. The project aims to strengthen the legislative and institutional capacity of the juvenile justice system in Jordan through enhancing the capacities of the judiciary, in order to deal more effectively with cases of children in contact with the law, in line with relevant international standards and norms. To attain this objective, the project planned to achieve the following outcomes: a) children in contact with the law benefiting from a protective environment at the level of juvenile courts, b) the Judicial Institute of Jordan (JI) capable of delivering specialized courses covering “Justice for Children” in a sustainable manner, c) ensuring that the Human Rights and Family Affairs (HRFA) Department at the (MoJ) is capable of monitoring the rights of children throughout the judicial procedure; and d) the organizational structure and the capacities of the newly established JPD strengthened and a work plan produced for its expansion in other police stations.

The cost effectiveness has been taken into consideration and the inputs have been provided most of the time at planned cost or lower than planned. Due to the financial saving out of the cost effective management, the project team has been able to cope with the additional needs and requirements raised during the implementation of the project by the national counterparts. Consequently a number of additional activities and outputs have been implemented and achieved.

The financial effectiveness has been monitored by UNODC and the national counterparts. The provided equipment and publications have been monitored and registered in the governmental registry, according to the related laws and regulations to insure transparency. This would help also in encouraging the use of these equipment as for CCTV for example.

Outcome 1: Children in contact with the law benefiting from a protective environment at the level of juvenile courts.

Prior to the implementation of this project, a limited number of children in Jordan were benefiting from a protective courtroom environment. Only six courts were equipped with an old inefficient CCTV system; some of which were not being utilized correctly or not utilized at all, as confirmed during the interviews.

The project installed an advanced new CCTV system and managed to upgrade the old one; fifteen courts/locations now are equipped with the system. The responsible actors/ staff in courts/ locations - equipped with the new system are fully trained on the use of the system.

The distribution of the equipment took into consideration the needs of remote areas and adopted a decentralization approach by not being limited to the courts in the capital. This approach would help to achieve more institutional and rooted reform on Juvenile justice, and would increase the national ownership.

Despite the designation of the courts to be equipped with the CCTV by the MoJ, several challenges were encountered during installation: the lack of proper space and infrastructure for a private room for the juvenile to install the system in some courts and delays due to the reasons mentioned above. Yet, the outcomes have been achieved as a result of the high commitment of the implementing agency and the national counterparts.

The sustainability of this outcome and the adequate permanent use of the CCTV are challenged, as no legal obligation is stated by the current law. Despite the enthusiasm and the positive reception expressed by the national counterparts, the real guaranty as agreed during the discussions and the interviews cannot come without a legal amendment. More work and involvement of UNODC is required to lobby with other stakeholders, taking advantage of the open discussion of the juvenile justice draft law to adopt amendments supporting the use of CCTV.

Outcome 2: The Judicial Training Institute capable of delivering specialized courses covering "Justice for Children" in a sustainable manner.

According to the assessment carried out by UNODC on the current curriculum in the Judicial Institute of Jordan (JI) the results showed that no specialized curriculum on juvenile justice had been adopted by the institute, and only six general training courses "using ad-hoc material" had taken place for a limited number of judges. UNODC, in coordination with the MoJ, JIJ and the JC, formed a committee consisting of five specialized judges to produce the new curriculum; two members of the committee have been assigned to develop the training curriculum and a corresponding training manual covering justice for children. In accordance with the agreement between UNODC, the MoJ and JIJ, the new curriculum and training manual were adopted for both students and working judges to increase their capacity in dealing with cases involving juveniles.

The planned pilot training targeting judges and prosecutors within the JIJ didn't take place; MoJ confirmed that they have agreed with the JIJ to adopt the new developed curriculum in the following semesters. As stated during interviews, the lengthy internal procedures at the MoJ contributed to the lack of implementation of the on- the - job training for the judges and prosecutors within the timeframe of the project. MoJ and the implementing agency confirmed that they agreed that the MoJ will carry out these trainings during 2014.

Outcome 3: The Human Rights and Family Affairs Department capable of monitoring the rights of children at the level of the judicial procedure.

Prior to the project, the MoJ was not able to track the juvenile cases at the courts level and to report any abuse of children's rights during the legal process. This lack of adequate information and statistics made more complicated for the legislators and the policy makers to improve and reform the current juvenile law. The project managed to develop an advanced software (Monitoring system) that will help the

HRFAD in the MoJ to monitor the juvenile cases at all courts levels, and to identify the areas/ procedures which need to be developed in order to expedite the judicial procedures and to take the right decisions in this regard, in line with international norms and standards.

Despite the fact that the systems/software and the equipment have been provided, personnel has been trained, the awareness and communication strategy for both the MoJ and the JPD has been developed and approved, awareness and communication materials produced, yet not all materials have been used in a satisfactory manner. The national counterparts admitted the deficiencies in the public awareness and agreed to improve the use of the materials and the communication tools. Nevertheless, the national counterparts expressed a high commitment to the use of monitoring systems.

Outcome 4: The organizational structure and the capacities of the newly established Juvenile Police Department strengthened and a work plan produced for its expansion in other police stations.

The JPD was established in early 2012. The establishment of the department was a result of the efforts carried out by different organizations concerned with juvenile justice, in line with international norms and standards. The project - through this component - aimed at strengthening the newly established department by enhancing the capacity building of the staff and revisiting the organizational structure of the department, in order to ensure effective and responsive procedures that secure a child friendly environment at the police station level.

A study tour to Abu Dhabi and Dubai was organized during March 2013 for three days. The delegation consisted of the head of the JPD, along with the International Cooperation Officer and Training Unit Representative. The tour aimed at increasing the capacity of the JPD staff by taking advantage of the regional experience in juvenile policing and lessons learnt. The findings of the tour and the recommendations to improve the department's performance have been shared with different institutions concerned with juvenile justice, through a one day workshop in September 2013.

UNODC contracted an international expert, who carried out an assessment on the current JPD structure, procedures, physical space of the current HQ and the new branches, as well as a training and capacity building assessment of the staff. The findings/results of the assessment, along with recommendations, were shared through a national workshop with relevant actors on October 1st, 2013. The international expert who has been recruited to carry out the above mentioned assessment, conducted as well a training in September 2013, on child sensitive investigation techniques (children who are victims, witnesses of crime and those in conflict with the law), and explained the rationale behind the use of child sensitive interview rooms and the video recording system during investigations.

A surveillance device (video recording system) has been provided for the female and male juvenile in the interview rooms at the JPD/HQs premises to record the interviews process. The staff of the JPD has received training on the use of the system in July 2013.

The establishment of the JPD is considered a positive step toward a national reform in juvenile justice, in harmony with the international children's rights standards. More support is needed, in order to extend the experience and to assist it to succeed. Future projects should provide infrastructural support, capacity building and legislative reform.

Achievement of Project Results and outputs

(a) Installing/ upgrading the Closed Circuit Television (CCTV) system in fifteen courts/location as follows: nine courts have been provided with the new CCTV system as planned in the project document. In addition to this, the project managed to upgrade the existing system in five courts and to provide the Judicial Institute of Jordan (JI) with one system for training purposes based on the agreement between the (MoJ) and the Judicial Institute of Jordan (JI);

(b) The staff at the courts - equipped with the CCTV- received adequate training on the use and the maintenance of the new system;

(c) The juvenile rooms in the courts -equipped with the CCTV system- furbished and refurbished as needed with the equipment;

(d) The five guidelines produced in December 2012, targeted five different groups on the use of the CCTV system disseminated in the locations equipped with the CCTV system;

(e) A national committee developed a specialized curriculum and a training manual on the juvenile justice targeting the judiciary. The curriculum and the training manual have been printed and submitted to the MoJ to be disseminated to target groups;

(f) UNODC contracted a local company to develop a software for the monitoring system, the development of the software completed in May 2013 and installed to the MoJ for three months trial period ended by mid of August 2013;

(g) The procurement of the needed equipment that will be used to run the monitoring system completed and officially transferred to the MoJ. The project also responded to the need of a backup system for the CCTV and some additional equipment to run the monitoring system properly. The project procured the needed equipment and carried out the needed amendments on the software;

(h) The IT staff in the MoJ received a number of training courses, the project ensured the knowledge transfer as agreed with the MoJ and the developing company;

(i) Two Training of Trainers (ToT) sessions were conducted during June 2013 targeted 24 judges;

(j) A study program tour was organized to Abu Dhabi and Dubai from 31 March to 4 April 2013 and consisted of three participants from the JPD; the program aimed at getting acquainted with the police tasks at the community level;

(k) A surveillance device (video recording system) has been provided for the female and male juvenile rooms at the JPD premises;

(l) The staff in the JPD trained on the special investigation technique with Juveniles and the ration behind the use of the video recording system;

(m) An assessment conducted by international expert on the current situation of the JPD aimed at evaluating and at providing recommendations on the current structure of the JPD, the physical space and future branches and the linkage between the JPD and different partners. The outcomes of the assessment shared during a workshop with different national and international actors in the field of juveniles and international donors for future cooperation;

(n) The training centre at the JPD has been refurbished and equipped as needed by the project;

(o) Awareness and communication strategy has been developed for both the MoJ and the JPD and a several communication and awareness materials produced for this purpose.

A few numbers of planned activities have not been implemented for the reasons mentioned previously, these activities are the following: training courses targeting trainees at the Judicial Institute with the use of the produced curriculum, on-the-job training sessions targeting judges and prosecutors in coordination with the Judicial Institute and a workshop targeting the staff assigned to the Human Rights and Family Affairs Department, aiming at establishing a yearly plan of action, highlighting the role of the judicial council as a key player in the juvenile justice field in Jordan. Knowing that other results and activities have been achieved as an addition to the initial plan, the achievement of the project results has been positively evaluated by the counterparts, and the project as described by the MoJ and JPD is considered one of the best projects implemented within these institutions.

Impact

There was a general agreement within stakeholders that the project has a positive direct impact and contribution to the strengthening of the rule of law and the improvement of the management of the juvenile cases challenges.

The project was designed to provide technical assistance to the Jordanian Government to strengthen the legislative and institutional capacity of the national Juvenile Justice System, specifically through the enhancement of the judiciary capacity to process cases concerned with children in contact with the law, in line with international standards and norms. Unlike the subjects that are considered sensitive and incompatible with the traditional customs rooted in the Jordanian society, like gender equality, resulting in resistance from some groups/segments of society, the subject of the project brings out the positive side of the cultural context, by protecting the privacy of the child in general and the female child in particular. By asking the interviewees about the perception of the project activities and outcomes, especially in the remote and the most traditional areas, they have confirmed that the perceptions and the impressions were very positive and reflected a high level of cooperation and appreciation.

The effort and financial resources invested in the project contributed in bringing a tangible positive change in the institutional capacities of the Juvenile Justice System in Jordan. Children in 14 courts in Jordan shall have access to CCTV, backed up with trained personnel and judges. The training materials and courses have been in line with the international standards and norms, and the national counterparts reflected a good level of knowledge and commitment to respect the best interest of children in contact with the law. Also, the Human Rights and Family Affairs Department (FAD) at the MoJ is trained and equipped with the necessary tools, assuring its capability of monitoring the rights of children at the level of the judicial procedure. Furthermore, the organizational structure and the capacities of the newly established JPD have been reviewed and a work plan has been produced for its expansion in other police stations.

The project objectives have been designed in a realistic way, yet a more coherent and synergic approach should be adopted enabling more harmony and synergy within the different outputs and counterparts. This cannot be achieved without a clear and built up strategy adopted by the Jordanian government within the ongoing judicial debate and reform. The impact of the project, as expressed by the national

counterparts, reflected the national needs and had a positive impact at social, cultural, gender and security levels.

As per to the project document, the project was designed to support the legislative and institutional capacity of the juvenile justice system. Nevertheless the project had a relatively modest impact at legislative strengthening level, as nor outputs or major activities were dedicated to legal reform, despite the attention given to the new draft law by international and national actors. More attention should be therefore given to the legislative reform, as it is one of the most effective tools to achieving the aimed changes and to guarantee the sustainability.

As expressed during some interviews, the field visits impact in the capacity building of both institutions was limited and not easy to measure. The knowledge accumulated during these visits has not been assimilated and made available for the other staff and judges, and there has been no follow up by the national counterparts in order to maintain the build-up relations and the exchange of experiences with the visited institutions.

Sustainability

One of the major concerns when implementing reform and development programs is the sustainability of the results, outcomes and the changes achieved following the investment of resources. In this project the sustainability was not easy to measure as no quantitative data is available or seems to be available in short-term, and no official prewritten commitment from national counterparts has been made; also the current law does not oblige judges to use CCTV, for example in Juvenile cases. The role of JPD is still not clearly defined and mandatory at legislative level. Nevertheless, from the interviews and the visits conducted to the courts and other institutions, the CCTV system is used and there is a will at the decision making level to commit to the use of the provided equipment and knowledge in the courts and in the JPD offices.

Also, Juvenile Justice is in the list of the Jordanian Government priorities. The MOJ, Parliamentarians and other high ranking officers confirmed their understanding and commitment to continue to support and work on the improvement of Juvenile justice system. Some of them also expressed their concerns about the scarcity of resources and the lack of follow up that may threaten the sustainability.

The Secretary General in the MoJ and the JPD have confirmed that more awareness and training activities will be conducted using the materials and the equipment provided by the project. Also, other programs and projects are in the stage of planning or implementation, which would support the sustainability of the outcomes and the results of this project if done in synergic way. Nevertheless, the sustainability of the activities and the outputs related to strengthening and building the human resources capacities, depends more on the changes of the personnel, especially JPD staff and judges, and the adopted legislative framework, therefore specialized courts, prosecutors and law enforcement should be established through a well designed and realistic strategy, noting that some first steps are taken toward this holistic objective.

It is further very reasonable to expect that the benefits of the built infrastructure and capacity of the courts in terms of equipment and skills, is likely to continue after project completion. More attention should be given and some pressure should be made by the donors whenever negotiating and discussing incoming projects with the counterparts related to juvenile justice to insure the use of the previous outputs. Yet, the distribution of the brochures and guides would help to raise the awareness and likely to drive more lawyers and families to ask for the use of the CCTV and other tools to protect the child.

Human Rights and Gender

The purpose and main objective of the project is to strengthen the legislative and institutional capacity of the national Juvenile Justice System, specifically through the enhancement of the judiciary capacity to process cases regarding children in contact with the law, in line with international standards and norms. The project in its activities and outcomes, including the training and the developed curriculum, are in line with the international human rights standards and rules.

Women's rights and gender sensitive approach have been relatively taken into regard in the design and the implementation of the project and with respect to the different outputs of the project. The training activities included female judges and staff. The percentage of female participation, between 25% and 35% as stated by the interviewees, reflected more or less the number of females in the MOJ and JPD. And the implementing agency in coordination with the counterparts assured all the time the inclusion of a gender sensitive approach during the process of the identification of the trainees and the team working on the development of the materials. Yet the publication, the curriculum and the different training materials used or produced did not give enough space for gender mainstreaming.

Nevertheless, due to the fact that gender inequality still persists in Jordan, including in the governmental institutions and society, more efforts should be given to insure more mainstreaming of gender. Some misunderstanding and persisting stereotypes about gender came out during the interviews with the national counterparts, when discussing the content of the training activities and the international standards regarding female children.

III. CONCLUSIONS

The project "Support to the Juvenile Justice System in Jordan" JORT36, was designed in the light of field study and on a long consultancy with the relevant stakeholders and partners. UNODC received the establishment of the JPD with an interactive and participatory approach, showing a flexibility that helped to add an important output to the project, as detailed before. The design of the project has to a large extent been comprehensive yet the base line data and the quantitative evidence data were not sufficiently used.

The project has achieved a high level of satisfaction, as also expressed by the national counterparts when discussing the attainment of the project objectives. The project did not only satisfy the previously defined outputs, but also increased the level of discussions among the national counterparts about the need and the importance of establishing a real specialized juvenile judiciary, including a strong JDP and prosecutors. The MoJ secretary general admitted the need of more coherent and radical reform, but expressed the financial and skills limitations at the time being. Yet the lack of any legal obligation to use the technical resources provided by the project such as CCTV and the monitoring system is still challenging the sustainability of these outputs.

The project JORT36 is also highly relevant based on counterparts statements during the interviews, and in line with the Jordanian government policies and declarations in the field of judicial reform, and the UNODC mandate in promoting Human Rights according to the international standards and norms, and its Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015. The needs defined in the project document matched the needs described by the counterparts during the interviews, including the establishment and the reinforcement of a specialized judiciary, providing the judicial and paralegal staff dealing with children in conflict with the law with resources and capacity to perform their functions adequately and Equipping the courts with the required tools to safeguard the privacy and the rights of child victim of delinquency.

The project output related to the equipotent of fifteen courts/locations with the CCTV system, and the capacity building of the staff in courts equipped with the new system, has a high level of effectiveness regarding its implementation. It is also important to highlight that the distribution of the CCTV equipment took into consideration the needs of the courts in small and remote cities too. This can be considered a positive added value to the project achievements.. This decentralized approach would help to achieve more institutional and balanced reforms on Juvenile justice. This outcome is highly appreciated by all interviewees and considered important and innovative to ensure the best interest of children in Jordan.

Although that the UNODC in coordination with the MoJ, JIJ and the JC, formed a national committee consisting of specialized national judges, who developed the new curriculum on Juvenile Justice supported by adequate training material and a specific guide for magistrates highlighting the basics of the judicial role in the system as per international standards and national legislation; the efficiency of this outcome cannot be measured, as this produced material has not been used yet. Nevertheless, and in accordance with arrangements between UNODC, MoJ and JIJ, the specialized curriculum and a training manual on juvenile justice targeting the judiciary has been adopted by the Judicial Training Institute to be used to build the capacities of the students and the judges dealing with cases involving juveniles. Yet gender

mainstreaming approach has not been sufficiently present in the substance of the produced materials although it has been taken by consideration in the selection of the team.

The rapid turn-over of the decision makers and personnel at the governmental level, especially in the MoJ (4 ministers and 4 secretary generals), combined with the lack of an adopted and official national strategy on Juvenile justice challenged the project in many phases, as with every change the project faced some delays. This situation of frequent changes in the high level of ministries and public administration can always occur, however, such situation has not been assumed in the project documents and logical framework and no mitigation strategy has been planned.

Roles were not always clearly defined within the counterparts, as the project document has not been translated in their national language despite their limited knowledge of the English language. As previously mentioned, the counterparts didn't require the translation of the document during the preparation phase or when the signing of the agreement took place, nevertheless they expressed their concerns about the language limitations during the implementation of the project, accordingly the project management started to provide the counterparts with the progress reports and follow-up in Arabic. The project sometimes faced communication problems with national counterparts, especially after changes of decision makers, as every time there was a need to present the project and its ongoing implementation to the new officials, already very busy with a tight schedule of their new duties, as expressed by the interviewee. However the good management of the implementing agency and trust accumulated between the project manager and the national counterparts helped to overcome this challenges.

The project faced a noticeable delay caused sometimes by uncontrollable causes such as strikes and the political conditions, but other causes could have been mitigated by adopting more effective yet simpler communication strategies and by reinforcing and activating more the role of steering committee.

As highlighted before, the implementation of awareness and communication activities have been limited, despite that strategies were developed for both the MoJ and the JPD and a number of communication and awareness materials such as mugs, brochures and leaflets, T-shirts, caps folders, note pads and a 2014 calendar, were produced for this purpose but not used in satisfactory manner. However the counterparts expressed their commitment to use these materials in the future.

The JPD was established early 2012. The project contributed effectively to strengthening the newly established department in building the human and infrastructural capacities, by providing adequate training, developing a communication strategy and action plan taking into consideration its future expansion with respect to the international standards stated in the United Nations Standard Minimum Rules for the Administration of Juvenile Justice "The Beijing Rules" aiming at protecting the children and at providing them with safe and friendly environment.

The establishment of the JPD is considered by all interviewed national and international stakeholders, a positive forward step toward a national reform in juvenile justice, in harmony with the international children's rights standards, for example rule 12 of United Nations Standard Minimum Rules for the Administration of Juvenile Justice "The Beijing Rules" states that in order to best fulfil their functions, police officers who frequently or exclusively deal with juveniles or who are primarily engaged in the prevention of juvenile crime shall be specially instructed and trained. In large cities, special police units should be established for that purpose. Therefore, more support is needed to extend the experience and to assist it to succeed. Future projects should provide infrastructural support, capacity building and legislative reform. Nevertheless, the discussions of the new juvenile draft law remains in process without

a clear approved legislative policy. Accordingly, the JPD role, mainly with regard to the mediation and diversion, remains unclear, which may represent a constant challenge. UNODC is recommended to have bigger role in this regard, as it has the necessary experience and recourses to assist the counterparts to better develop the legal framework.

IV. RECOMMENDATIONS

The recommendations presented below aim at providing clear suggestions on improvements in project design, coordination, management, communication and implementation. These recommendations aim also to assist in the development of possible coming project in the field of Juvenile Justice:

Simpler yet efficient bureaucratic measures and procedures should be adopted by national counterparts and the UNODC. This doesn't mean to overpass or disrespect any legislations or regulation, it means to find administrative and communication modalities that would help avoiding any unnecessary delays, for example giving broader mandate to the steering committee and assigning a focal point within the counterparts with a clear functions in relation to the project.

Also, the project had encountered the rapid and frequent change of senior staff and decision makers at MoJ and JPD. Although these changes cannot be controlled, some measures adopted by the implementing agency and the counterparts may reduce their negative effect on the project, for example: written minutes of meetings and agreed steps should be taken, shared and documented, organizing meetings with the new appointed person in the presence of the previews one to brief him/her on the project, its implementation and plans. In addition, the steering committee should do more effort to undertake a more effective and active role in finding solutions and helping to insure a smoother transition during the change of the senior staff and decision makers to support the project and the implementation of its planned activities.

UNODC and the counterparts are advised to adopt more inclusive communication policy to avoid the absence or the weak involvement and participation of some counterparts (The Supreme Council of the Judiciary and the Bar Association). Also, adopting a stronger coordination policy among international actors working in the field of juvenile justice in Jordan is leading to avoid the duplication of efforts. Sometimes this can be a real obstacle in achieving a sustainable reform and a waste of resources. More coordination is required to create synergies. For example the new established JPD is attracting the attention of national and international institutions. Support programs should be designed and implemented based on a strategic plan and all stakeholders should be involved or at least informed about the ongoing projects and activities to create more synergic and integral reform.

The lack of an approved national strategy by the national counterparts is challenging the planning of reform and leading to less efficient and ad-hoc projects. The Jordanian national counterparts should draft and adopt a national strategic plan for the reform of the justice sector in general and juvenile justice sector in particular. UNODC with its experience can assist in this matter.

The UNODC as the implementing agency should be giving an adequate attention, when designing the project, to the identification of baseline data, determine data needs of the different levels of performance indicators, and corresponding responsibilities of collection, sharing and analyzing data in order to support output and outcome monitoring and evaluation.

The UNODC is recommended to undertake a stakeholder assessment and ensure adequate space for consultations with all interlocutors on the basis of a concept note, and a roundtable followed by bilateral consultations when developing a project proposal. Further, recommendations concerning the design of the project are as follows: to determine a clear hierarchy of data needs, and corresponding

responsibilities of collection; sharing and analyzing data in accordance with established performance indicators; to regularly revise/update the log frame during the project's life span to keep it up-to-date; to develop operational log frames for complex outputs given in the log frame in the project document, and; to ensure adequate time in planning schedules (monitoring mile stones) in the case of activities which concern infrastructural improvements and/or require the procurement of expendable/non-expendable equipment, and to obtain commitment of all stakeholders before the beginning of the project regarding the use and the sustainability of certain outputs and outcomes, and possibly agree on certain pre-conditions in this field.

The UNODC is recommended to give more attention to legislative reform as it is one of the most effective tools to make the change and to guarantee the sustainability. Also, it is important to improve the use of media and educational institutions in the future projects by UNODC and the counterparts, by including them in the discussions and using their ability to reach large segment of society and audience mainly children, enhancing the level of the visibility of the project and its outcomes within youth. Public awareness in the field of Juvenile justice is very important and the access of a big part of beneficiaries to information in this mater goes through these two main tools. Gender mainstreaming is another important subject that should be considered with more attention and dedication by the counterparts and the implementing agency in every level of the project and its outcomes.

Raising the level and volume of UNODC activities in Jordan, especially this project as evaluated by the national counterparts has resulted in the establishment of strong cooperation ties, trust, mutual understanding and cooperation as well as having opened channels for future projects.

More efforts should be dedicated to ensure the national ownership and commitment; this can be done through more detailed responsibilities and roles especially of national stakeholders. In this regards the implementing agency has to translate the project document, and national counterparts should consider that any support program is a transitional assistant to help the national institution to perform their duties in the best conditions, nevertheless it is their duty to insure the best use of this available resources with the concept of national ownership. Nevertheless implementing agency should translate the concept paper and make available to all stakeholders and partners; this would save time and reduce the unnecessary long discussions and resistance.

V. LESSONS LEARNED

The lessons learned highlight the strengths and weaknesses in preparation, design and implementation that affect performance, outcomes and impact. They offer guiding points that have the potential to improve future actions.

It is important when conducting a needs assessment, to ensure the engagement of all counterparts and ensure adequate level of consultations with all interlocutors and relevant stakeholders, as has been done by the implementing agency, by sharing drafts of concept notes and the project document, organizing meetings and round tables to create a constructive and participatory debate. Yet the shared documents had to be translated to facilitate the participation and to ensure the national ownership of the project and its outcomes.

The experience in this project proved that including a national staff in the project team had increased the national ownership, secure better communication and higher level of coordination between the implementing agency and the counterparts.

Sustainability remains in every project an issue of concern, yet no magic solution or remedy exists, but different steps and measures could increase it. For example, the more synergies between different projects and stakeholders are created, the more sustainability could be achieved. And as previously the project has had an inclusive approach, accordingly several activities were implemented in coordination with different stakeholders, nevertheless some important institutions were not sufficiently involved, like the Bar association, since the major focus was given to the main counterparts (MoJ and Judges), missing the chance to have better dissemination of the results. On the other hand, a pre-commitment should be obtained from counterparts prior to beginning of the project, concerning the sustainable use of the project's outcomes. It can be used also as a pre-condition for future funding; this can be done by adopting more built up project design and funding. The funders and the implementing agency could have requested an adoption of articles in the new juvenile justice to require the use of the monitoring system and the CCTV during the trial proceeding.

The use of base line data and statistics proved to be important in several stages of the implementation of the project. The availability of quantitative data is very essential not only to measure the achievements, but even more for the planning and the design of the projects, therefore more attention should be given to the identification of baseline data. Counterparts should be encouraged to collect data and to use the monitoring and statistical software/tools, to define baselines and to build up strategies and plans upon them.

Good planning does not eliminate the need for flexibility, and as mentioned before in the report, the project, showed a high level of flexibility and sensitivity to the national needs by adopting an amendment to the project to assist the newly established JPD) under the MoJ's Public Security Directorate (PSD). This flexibility should be considered a good practice to be adopted in the future whenever needed.

Partnership built on trust and a good level of cooperation is crucial to the success of any project. Therefore, despite that the roles were not always clearly defined, especially within the national institutions, and notwithstanding that the project faced some delays and sometimes difficult communication with national counterparts, the good management of the implementing agency and trust

accumulated between the project implementing agency and the national counterparts helped to overcome these challenges.

During the evaluation of the project, it has been noticed that the use of media and educational institutions was limited. Public awareness in the field of Juvenile justice is very important, especially that the access of beneficiaries to information in this matter goes through these two main tools.

Juvenile justice is a complex subject that includes a wide range of stakeholders and beneficiaries. The project included several counterparts, yet the experience in this project has proved that increasing the level of participation and involvement of all partners and stakeholders in the field of Juvenile Justice, including and not excluding Bar Association and the Judicial Council, is very important to insure the sustainability of the results and objectives achieved by the project.

ANNEX I. TERMS OF REFERENCE

Final Independent Project Evaluation of JORT36 “Support to the Juvenile Justice System in Jordan”

Project/Sub-programme Number	JORT36
Title	Support to the Juvenile Justice System in Jordan
Duration Start Date: End Date:	32 months, 1 February 2011 31 October 2013
Location(s)	Jordan
Responsible Office:	UNODC ROMENA
UNODC Regional / Country or Thematic Programme Outcome to which this programme/project directly contributes	Regional Programme, Sub-Programme 4: Justice 4. (a) Enhanced capacity of Member States to develop and maintain fair, humane and accountable domestic criminal justice systems in accordance with the United Nations standards and norms in crime prevention and criminal justice and other relevant international instruments
UNODC Jordan Country Programme Outcome to which this programme/project directly contributes	N.A
Executing Agency	UNODC
Government Implementing Agency/Partners	The Ministry of Justice, The Judicial Council and the Juvenile Police Department
UNODC Overall Budget	EURO 627,106 (equivalent to US\$ 870,980) ⁴
UNODC Total Approved Budget	EURO 627,106 (equivalent to US\$ 825,139) ⁵
Donor(s)	European Commission, Jordan
Project Coordinator	Amjad Al-Adarbeh
Type of evaluation (mid-term or final)	Final Evaluation
Time period covered by the evaluation	(32) Months: February 2011 - September 2013
Geographical coverage of evaluation	The Hashemite Kingdom of Jordan
Core Learning Partners (entities)⁶	Ministry of Justice (MoJ) & Juvenile Police Department (JPD)

⁴EURO 627,106 per the exchange rate on 4/11/2010, equivalent to 1 US\$ = 0.72 EURO.

⁵EURO 627,106 per the exchange rate on 25/5/2012, equivalent to 1 US\$ = 0.76 EURO.

⁶ The **Core Learning Partners (CLP)** encourages a participatory evaluation approach by allowing its members to participate in and provide feedback on key steps of the evaluation process. CLP members are the key stakeholders of the subject evaluated (project, programme, policy, etc) who have an interest in the evaluation. The CLP works closely with the Project Coordinator to guide the evaluation process.

1. BACKGROUND INFORMATION

The project was designed to provide assistance to the Jordanian Government to strengthen the legislative and institutional capacity of the national Juvenile Justice System, specifically through the enhancement of the judiciary capacity to process cases regarding children in contact with the law, in line with the international standards and norms.

The project will be complemented by further support to the Ministry of Social Development (MSD) and the public security department to upgrade services rendered to this vulnerable group of children. After consultations with the Juvenile Police Department (JPD), the Ministry of Planning and International Cooperation (MoPIC) and the European Union (EU), it has been agreed that UNODC will support the JPD, adding a further outcome to project JORT36. As a result, UNODC, with financial support from Germany, is implementing a number of activities which aim to support the newly established Department.

The project is fully in line with the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015. It falls under justice pillar outcome 1: “Countries in the Arab region take steps to reform the criminal justice system in accordance with UN standards and norms in crime prevention and criminal justice and recognized good practices.”

To achieve project objectives, emphasis will be placed upon the achievement of four primary outcomes:

Outcome 1: Children in contact with the law benefiting from a protective environment at the level of juvenile courts;

Outcome 2: The Judicial Training Institute capable of delivering specialized courses covering “Justice for Children” in a sustainable manner;

Outcome 3: The Human Rights and Family Affairs Department capable of monitoring the rights of children throughout the judicial procedure;

Outcome 4: Strengthened organizational structure and capacities of the newly established Juvenile Police Department and a work plan produced for its expansion in other police stations.

The project is located in Jordan with the office of the project manager located at the Ministry of Justice (MoJ) based on the signed project document.

The stakeholder groups to be impacted by project outcomes are the MoJ (Human rights department), the courts and court personnel, JPD staff and staff at the Ministry of Social Development (MSD).

Implementation will be undertaken by a National Project Manager supported by the Programme Coordination and Analysis Unit (PCAU) at UNODC Regional Office for the Middle East and North Africa in Cairo which has wide-ranging expertise in the field of Justice for Children, in addition to comprehensive project management experience.

The original project document, signed on 12/12/2010, was revised in October 2012 by a contract addendum including an eight month extension with no additional cost. As a result of expenses saved during the procurement of the CCTV system for the courts, an additional outcome was added to the project targeting the strengthening of the organizational structure and capacities of the newly established Juvenile Police Department.

Outcome 1 has already been fully achieved. Eight courts out of nine (as per the project document) have been provided with new CCTV systems, refurbished with furniture and other necessary equipment such as air conditioners. The remaining

court has not been updated due to a lack of space inside the court itself. Furthermore, the project managed to upgrade the old CCTV system in six courts. Staff at all courts received comprehensive training on the use of the system and how to ensure its sustainability. IT staff at the courts also received the necessary training to maintain the system and to instruct new employees and judges on its use. Approximately 70% of Outcome 2 has also been achieved. Through cooperation and consultation with the MoJ, the project managed to develop and produce a specialized curriculum and training manual on juvenile justice, both to be used during the instruction of judges and students in the training institute. The project also conducted two Training of Trainer (ToT) sessions which targeted 26 judges who will be approached by the Judicial Institute to instruct newly appointed judges and prosecutors. Due to lengthy procedures and the centralization of decision making, the project could not conduct “on-the-job” training and the instruction of students at the training institute. These are the only two activities that were not achieved under this outcome.

80% of Outcome 3 has also been accomplished. The project contracted a software provider to develop the monitoring system, necessary equipment has been procured, training and knowledge transfer has been completed, and the awareness strategy has been developed though not fully implemented due to the bureaucracy at the MoJ. As a consequence, the first analytical reports that were to be based on the data extracted from the monitoring system were not produced.

90% of Outcome 4 will be accomplished during the months of September/October where a recruited international expert will review the Juvenile Police Department, conduct a workshop and train the JPD staff. The only activity that may remain incomplete is the awareness campaign due to time constraints. However, the project has already supported the JPD in the production of some material that could be used to promote their work and achievements.

The initial project implementation period was 24 months with activities beginning in early May 2011. The May project start date was the result of a three month delay due to the political situation in Cairo (Regional Office) which postponed the recruitment process of the national project manager until the beginning of April. There was also a subsequent delay in providing the project manager with an office at the MoJ as stipulated in the project document. The implementation of the activities from May to November were efficiently conducted including court assessments and assessment of available training materials, field visits and the preparation of the work plan that has been approved by the steering committee during its first meeting in June 2011.

During 2011, the ministry witnessed a number of changes at the managerial and decision making level which delayed the implementation of certain activities due to the lack of decisions and approvals. In January 2012 the second steering committee meeting took place where the project presented its achievements and highlighted challenges, and submitted an amended work plan to overcome delays which was approved by the committee and the MoJ.

From March - November 2012 a number of activities took place, yet implementation was delayed once more due to proceedings inside the MoJ and the protracted decision making process. During the third steering committee meeting in December 2012, the project presented achievements and ongoing activities and delays. The committee voiced its dissatisfaction with the delays and the projects low rate of implementation. Consequently, the project submitted a revised, corrective work plan to overcome delays with full support from the MoJ to expedite the process and requesting an eight months extension to accomplish the remaining activities.

During this period, the project managed to save a considerable amount of funds which were used to cover the expenses of the new Outcome addressing the Juvenile Police Department as well as additional activities supporting the MoJ. The committee approved the new work plan and the additional outcome. February - September witnessed considerable achievements with a high implementation rate when contrasted with previous phases of the project.

The fourth steering committee meeting took place during July where achievements were presented and the project showed the successful management of the activities despite a number of challenges faced during implementation. The regional and HQ offices secured the 20% short fall in the project budget through the Germans, and the project also managed to save some funds which could be reinvested to cover supplementary activities and procurements for the MoJ& JPD.

In early September, the MoJ requested an additional one month extension to accomplish what remained of the uncompleted activities, specifically the training courses and the implementation of the awareness campaign. However, the response from the EU Delegation was negative and rejected the extension due to the delay from the MoJ in implementing these activities during the extension period, and the late timing of the request.

2. DISBURSEMENT HISTORY

Overall Budget (2011-2013)	Total Approved Budget (2011-2013)	Expenditure (Feb 2011- Sept 2013)	Expenditure in % (Feb 2011- Sept 2013)
USD 870,980	USD 870,980	USD 609.00	70%

3. PURPOSE OF THE EVALUATION

This project requires a final independent project evaluation as stipulated in the original project document. The Project Manager initiated the process on behalf of the main implementing agency (UNODC). The project is in its final stage and the final evaluation will assess the overall implementation performance and achievements of the project and its outcomes. The evaluation will also examine the best practices and lessons learned from the project's implementation. Specifically, the final review will consider whether the project brought new materials to the beneficiaries and whether outputs of the project can be replicated in other UNODC initiatives elsewhere.

The evaluation intends to get the involvement of the key learning partners, the MoJ and the JPD, by giving them the opportunity to reflect on their inputs and satisfaction level with the project. The evaluator is expected to report the findings and recommendations by October 31st, 2013. Preliminary findings and the final report will be shared with the key-learning partners.

4. EVALUATION SCOPE

The unit of analysis covered by the evaluation is the IDN T80 project. The project objectives, outcomes, outputs and activities are detailed within the project document. The evaluation will cover the period from April 2011 - Sept 2013. The project is being implemented in Jordan, and is directly reporting to the UNODC ROMENA office in Cairo. Implementing partners however can be interviewed via Skype or phone calls.

The final independent project evaluation will assess the performance of project JORT36. In particular, the final independent project evaluation will focus on the efficacy, impact and sustainability of the project and evaluate its work against the requirements outlined in the project document.

5. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

Key evaluation questions that could be answered by the evaluation. (Questions provided below are only for reference. As such, the evaluator is not necessarily limited with the questions provided).

Effectiveness:Evaluate project effectiveness; “to what extent has the project produced its desired results?”

- How well has the project been achieving its planned results?
- Have the planned results to date been achieved?
- What was the quality of the results/services available?
- Do all planned target groups have access to/are using project results available so far?
- Are there any factors which prevent target groups accessing results/services?
- To what extent has the project adapted/was able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?

Efficiency:Evaluate project efficiency; “to what degree have resources been optimized during project implementation, and has the project achieved satisfactory levels of cost effectiveness?”

- How well was the availability/usage of means/inputs managed?
- To what degree were inputs provided/available on time to implement activities from all parties involved?
- To what degree were inputs provided/available at planned cost (or lower than planned), from all parties involved?
- To what extent were inputs monitored regularly to encourage cost-effective implementation of activities? By whom were they monitored?
- Were project resources managed in a transparent and accountable manner?
- Were all contractual procedures clearly understood and did they facilitate the implementation of the project?
- How well was the implementation of activities managed?
- To what extent were activities implemented as scheduled? If there were delays, how were they rectified?
- How well were activities monitored by the project and were corrective measures taken if required?

Sustainability: Evaluate project sustainability; “to what extent will the outcomes be followed after the life of the project?”

- If the services/results have to be supported institutionally, are funds likely to be made available? If so, by whom?
- To what extent are the beneficiaries and/or relevant authorities/institutions able to afford maintenance or replacement of the technologies/services introduced by the project?
- To what extent will target groups continue to make use of relevant results?
- Do the target groups have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?
- To what extent is the project embedded in institutional structures that are likely to survive beyond the life of the project?
- Will adequate levels of suitable qualified human resources be available to continue to deliver the project's stream of benefits?

Impact: Evaluate the project impact and its contribution to the strengthening of the rule of law and improved management of transnational crime challenges. What has the project achieved?

- What are the direct impacts of the project at the “overall objectives” level?
- What impacts appear likely?
- Are the current targets realistic and are they likely to be met?
- Are any external factors likely to jeopardise the project's direct impact?
- To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender and economic)
- Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?

Partnership and cooperation: Evaluate the partnership and cooperation level established by the project implementation so far.

- Are there good relations with new or existing institutions and are there plans to continue with some or all of the project's activities?
- Are project partners being properly developed (technically, financially and managerially) for continuing to deliver the project's benefits/services?
- How flexible is the project in adapting to changing needs?
- How does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?

Cross cutting issues: Evaluate the extent to which the project implementation is responding to cross cutting issues such as, gender, environment, human rights, the rule of law, etc.

- To what extent has the project included *gender sensitivity* in the implementation of its interventions?
- To what extent has the project included *human rights* in the implementation of its interventions?
- To what extent has the project included *the rule of law* in the implementation of its interventions?

- To what extent has the project contributed directly or indirectly towards the development of a gender sensitive approach in trainings?
- What is the percentage of women trained by the project?

Lessons learned and best practices: In addition, attention should be paid to the lessons learned and best practices applied in the project so far.

- What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future?
- What best practices emerged from the project implementation?
- What lessons can be drawn from unintended results?
- Which improvements can be made to gender and cross cutting issues within the life of the project?

6. EVALUATION METHODOLOGY

The evaluator will conduct a qualitative and quantitative assessment of project progress. The evaluation should be conducted in a number of phases. These phases will include:

- A desk review of relevant reports and data;
- The submission of an evaluation methodology and work plan (in form of an inception report). The final draft needs to be submitted to the Independent Evaluation Unit IEU for review and approval before beginning the field research;
- A field-research visit to Jordan where more qualitative issues can be addressed
- The production and presentation of the evaluator's findings and recommendations.

Desk Review: During the desk review, the written material that should be examined may include but will not be limited to:

- The original Project Document and any subsequent costed work-plans;
- The main project reports (yearly, six-monthly progress reports, which will include key budgetary information);
- Amended Project document;
- Minutes of Steering Committee Meetings;
- Details of course outlines and profiles;
- Information on course attendance rates;
- Summaries of the course evaluations;
- Any other material that would be relevant.

Field Research: This will involve a field visit to a number of courts provided/upgraded with new CCTV systems and refurbished rooms inside these courts:

- Face-to-face discussions with UNODC staff including members of the project implementation team. The evaluation team should provide, in advance, a note summarizing those issues that they would particularly look to explore further as well as a proposed schedule;
- A visual examination of the infrastructure and facilities existing in the courts;
- Discussions with target audience, beneficiaries and stakeholders.

Preparation of a written report: The evaluator submits a draft report to the project coordinator for review of factual errors or omissions and quality assessment of the final draft. IEU will also assess the final evaluation report and the Project Coordinators assessment of the final report. This should record the findings of the review, and any associated observations, recommendations, action plans, etc.,. It should be delivered to the UNODC and project implementation team in its final form on a date to be agreed upon but prior to October 31st, 2013.

In conducting the evaluation, the evaluator needs to take account of relevant international standards, including the UNODC Independent Evaluation Unit (IEU) Evaluation Policy and Guidelines⁷ and the United Nations Evaluation Group (UNEG) Norms and Standards. The IEU Website includes all norms, tools and templates for the evaluation process that need to be used for the evaluation.

7. TIMEFRAME AND DELIVERABLES

The evaluation will start from the date of signature of the contract and will take place in October 2013 within the span of 10 days. 5 working days should be spent in the field – Amman offices –please see table below: Matrix for deliverables to be worked by consultants:

Time frame for the field mission: 5 working days in Jordan

* The proposed time frame is an estimate; due to possible unforeseen delays in the consultation **process. Detailed timeframe is provided below.**

The expected deliverables are as follows:

1. Inception Report, containing a refined work plan, methodology and evaluation tools (in line with norms, tools and guidelines of IEU and to be cleared by IEU).
2. Presentation of preliminary evaluation findings and recommendations to the Project Coordinator, Country Manager, Core Learning Partners and other key stakeholders.

⁷<http://www.unodc.org/unodc/en/evaluation/evaluation.html>

3. Draft Evaluation Report in line with UNODC evaluation policy and guidelines²
4. Final Evaluation Report, including annexes.

The main deliverable will be a final project evaluation report. This report will comprise the results of the evaluation team's analysis drawing on desk research, course observation and the other group and individual discussions, which would inevitably have yielded outputs of variable quality. In addition, it is also expected that the evaluation team will make recommendations concerning:

1. Indication of best practise(s).
2. Issues about long-term sustainability. While it will likely be difficult to have a comprehensive view of this, discussions at senior levels with stakeholders would give at least an indication of how much commitment there exists to integrating the benefits of the project into long-term planning.
3. Final Evaluations should also look into the appropriateness/relevance of the overall project implementation, outcome and impact (i.e. design, implementation strategy) to be shared in other countries/regions.

The evaluator is also expected to give advice in the final evaluation report on *cross cutting issues* such as ways for implementation of a gender sensitive approach, respecting environmental needs and respect for diversity in future projects with a similar nature. The evaluator needs to follow the "UNODC Standard Format and Guidelines for Project Evaluation Report" which can be found as an attachment to this document and the current version to be used can be found online at the IEU-Website:

<http://www.unodc.org/unodc/en/evaluation/evaluation.html> .

Table - Matrix for deliverables to be worked by consultants

What tasks	Where (location)	When (Tentative deadlines and/or dates)
Desk review (deadline)	Home	18 October 2013
Inception Report (deadline)	Home	18 October 2013
Briefing of the evaluator	Jordan/ Amman	19 October 2013
Field mission/visit	Jordan/ Amman	19 October 2013
Field mission/visit	Jordan/ Amman	20-21-22 October 2013
Preliminary Debrief	Jordan/	23 October 2013

	Amman	
Preparation of the draft report	Home	27 October 2013
Round of comments among project management team and relevant stakeholders	Home	28 - 31 Oct. 2013
Submission of the report (deadline)	Home	3 Nov. 2013

8. EVALUATION TEAM COMPOSITION

The evaluation team will comprise of one evaluator selected by UNODC, preferably with work experience in the rule of law, justice sector, law enforcement and education. UNODC will facilitate the recruitment process and provide administrative and logistics support to the evaluator. The evaluator should have sufficient knowledge of Justice for Children policies, particularly in the context of the political, economic and social problems of the region.

The evaluator will work in close cooperation and report to the Project Coordinator in UNODC ROMENA, who will provide all necessary substantive and administrative support for the evaluation. The evaluator will consult with project staff, national counterparts, implementing partners, and will visit appropriate project beneficiaries. The evaluator is not authorized to make any commitments on behalf of UNODC or any other parties to the project. Costs associated with the transportation/accommodation cost for evaluators will be borne by the project.

Qualification for Evaluator I (International Evaluator):

Education: Advanced University Degree in law, social and political sciences, criminal justice or other relevant academic background in the field of criminal justice in general and justice for children in particular.

Experience:

- At least 5 years of relevant professional working experience in project management, evaluation and planning.
- Practical experience in technical assistance project design and implementation in a multilateral context is highly desirable.
- Extensive knowledge of evaluation systems (procedures and methodologies).
- Knowledge and working experience in the field of Justice for Children. Knowledge and working experience in the field of criminal justice reform is an asset.
- Up-to-date knowledge and practical experience of UN programmes, policies, guidelines and procedures is an asset.

Language Requirements:

- Excellent writing, editing, and oral communication skills in both Arabic and English.
- Computer literacy.

The evaluator must not have been involved in the design, implementation, supervision or coordination of and/or have benefited from the project under evaluation. The evaluator must be independent and not have any past or expected future associations with the project. The evaluator will not act as a representative of any party and must remain independent and impartial.

The consultants are contracted by UNODC. The qualifications and responsibilities of the evaluator are specified in the respective job description attached to these Terms of Reference (Annex).

9. MANAGEMENT OF EVALUATION PROCESS

The Independent Evaluation Unit:

The Independent Evaluation Unit (IEU) provides norms, tools and templates for the different stages of the evaluation process. IEU also advises on evaluation matters and is involved in the process described in the Roles and Responsibilities table for Independent Project Evaluations (to find on the IEU website, <http://www.unodc.org/unodc/en/evaluation/index.html>). IEU clears the final Terms of Reference and the final inception report. Furthermore, IEU assesses the final evaluation report. IEU supports the process of issuing a management response, if needed, and participates in disseminating the final report by posting it on the evaluation website.

Project Coordinator:

The Project Coordinator and the PCAU at ROMENA are responsible for the provision of desk review materials to the evaluator, reviewing the evaluation methodology, liaising with the Core Learning Partners, as well as reviewing the draft report, assessing the quality of the final report before sending it to IEU and developing an implementation plan for the evaluation recommendations.

Logistical support responsibilities:

The evaluation team will be briefed on the project by the UNODC Project Coordinator upon the team's arrival to the region. The essential project documents will be sent to the evaluator in advance to allow for preliminary familiarization with the project subject and preparation of the inception report.

UNODC Project Coordinator and the project staff in Semarang in Jordan will provide necessary logistical and administrative support during the expert's field visits. Office space and required equipment will be provided by the relevant UNODC Project Office. UNODC Project manager will make the following arrangements:

- manage the time table of meetings with the relevant stakeholders;

- provide interpretation for meetings with local stakeholders, as/when required;
- put at the disposal of the evaluator(s) all necessary documentation for conducting the evaluation.

Core Learning Partners:

Members of the Core Learning Partnership (CLP) are selected by the project coordinator in consultation with IEU. Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow up action.

Evaluator's tasks:

- carry out the desk review;
- draft the inception report, including a finalized evaluation methodology incorporating relevant comments;
- carry out the field mission;
- implement quantitative tools and analyze data;
- triangulate data and test rival explanations
- ensure that all aspects of the terms of reference are fulfilled;
- present the findings and recommendations of the evaluation to the Project Coordinator and other relevant stakeholders
- draft an evaluation report in line with UNODC evaluation policy;
- finalize the evaluation report on the basis of comments received;
- include a management response in the final report, if needed.

Although the evaluator(s) should be free to discuss all matters relevant to the evaluator(s) assignment with the authorities concerned, evaluator(s) is/are not authorized to make any commitment on behalf of UNODC or the Government.

The evaluator(s) will submit the evaluation report in English to the UNODC Project Coordinator. The report will contain the **findings, conclusions and recommendations** of the evaluator(s) as well as a recording of the **lessons learned**. The draft evaluation report will be shared with UNODC Jordan and ROMENA, and UNODC HQ, Vienna, Austria for their review, prior to its finalization by the project coordinator. The evaluator, while

considering the comments provided on the draft, would use their independent judgment in preparing the final report. IEU will serve to provide quality assurance throughout the process by providing comments on the Terms of Reference and Inception Report and the quality assessment of the final evaluation report. In order to share the workload evaluation team members can work within different timeframes. This should be managed by the team leader. The total duration of the work could not exceed total working days stipulated below.

All tools, norms and templates to be used by the evaluators during this independent project evaluation can be found on the IEU-Website:

<http://www.unodc.org/unodc/en/evaluation/evaluation.html>

10. PAYMENT MODALITIES

The evaluator will be issued consultancy contracts and paid in accordance with United Nations rules and procedures. A lump-sum (please see detailed budget below) will be paid in three installments:

- The first payment will be made upon signature of the contract and submission of the two first deliverables: 1-proposed methodology of the evaluation (in form of the **inception report on 18th of October 2013**) and 2- completion of the preliminary evaluation findings and recommendations to the Project Coordinator, Country Manager, Core Learning Partners and other key stakeholders. (20 per cent of the consultancy fee)
- The second payment (30 per cent of the consultancy fee) will be done after the submission of the draft report.
- The third final payment (50 per cent of the fee) will be made only after completion of the respective tasks and receipt of the **final report and its clearance** by the UNODC Independent Evaluation Unit.

Job Description of Evaluator

Final Independent Project Evaluation of UNODC Project: **“Support to the Juvenile Justice System in Jordan”**

Job Description for the Evaluation Consultant

The evaluation team will comprise of **1 international evaluator**, selected by UNODC, preferably with working experience in criminal justice in general and justice for children in particular. UNODC will facilitate the recruitment process and provide administrative and logistical support to the evaluation team.

POST TITLE : Evaluator
Estimated start & end date : 18 October - 03 November 2013
Starting date required : 17 October 2013
Duty Station : Home base, mission to Jordan/ Amman

Duties of Evaluator:

The Evaluator will collaborate with UNODC Project Manager in Jordan to conduct Final Independent Project Evaluation of the UNODC project **“Support to the Juvenile Justice System in Jordan”**. On the basis of the terms of reference he/she will carry out the following duties:

Duties	Deadline s and/or Days	Location	Results
Desk Review and drafting inception report	18 October 2013	Home base	<ul style="list-style-type: none"> • List of evaluation questions • Evaluation tools • Inception report
Evaluation mission: in depth interviews with project implementation team, including country manager, project coordinator, and stakeholders	19-21 October 2013	Amman (3 days)	Notes
Presentation for preliminary findings at UNODC Amman	23 October 2013	Amman (1 day)	Presentation of preliminary findings
Drafting of evaluation report;	27 Oct. 2013	Home base	Draft report
Submission of final report	03 Nov. 2013	Home base	Final report

Required Qualifications for Evaluator:

Education: Advanced University Degree in law, social and political sciences, criminal justice or other relevant academic background in the field of criminal justice in general and justice for children in particular.

Experience:

- At least 5 years of relevant professional working experience in project management, evaluation and planning.
- Practical experience in technical assistance, project design and implementation in a multilateral context is highly desirable.
- Extensive knowledge of evaluation systems (procedures and methodologies).
- Knowledge and working experience in the field of Justice for Children. Knowledge and working experience in the field criminal justice reform is an asset.
- Up-to-date knowledge and practical experience of UN programmes, policies, guidelines and procedures is an asset.

Language Requirements:

- Excellent writing, editing, and oral communication skills in Arabic & English.
- Computer literacy.

Absence of Conflict of Interest:

According to UNODC rules, the consultant must not have been involved in the design and/or implementation, supervision or coordination of and/or have benefited from the programme/project or theme under evaluation

Ethics:

The evaluator shall respect the UNEG Ethical Guidelines.

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Evaluation Questions

The questions provided below are only for reference. They are used as a baseline questions other questions are to be personalized in relevant to the person interviewed and the development of the interview.

Effectiveness:Evaluate project effectiveness; “to what extent has the project produced its desired results?”

- How well has the project been achieving its planned results?
- Have the planned results to date been achieved?
- What was the quality of the results/services available?
- Do all planned target groups have access to/are using project results available so far?
- Are there any factors which prevent target groups accessing results/services?
- To what extent has the project adapted/was able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?

Efficiency:Evaluate project efficiency; “to what degree have resources been optimized during project implementation, and has the project achieved satisfactory levels of cost effectiveness?”

- How well was the availability/usage of means/inputs managed?
- To what degree were inputs provided/available on time to implement activities from all parties involved?
- To what degree were inputs provided/available at planned cost (or lower than planned), from all parties involved?
- To what extent were inputs monitored regularly to encourage cost-effective implementation of activities? By whom were they monitored?
- Were project resources managed in a transparent and accountable manner?
- Were all contractual procedures clearly understood and did they facilitate the implementation of the project?
- How well was the implementation of activities managed?
- To what extent were activities implemented as scheduled? If there were delays, how were they rectified?
- How well were the activities monitored by the project and were corrective measures taken if required?

Sustainability: Evaluate project sustainability; “to what extent will the outcomes be followed after the life of the project?”

- If the services/results have to be supported institutionally, are funds likely to be made available? If so, by whom?

- To what extent are the beneficiaries and/or relevant authorities/institutions able to afford maintenance or replacement of the technologies/services introduced by the project?
- To what extent will target groups continue to make use of relevant results?
- Do the target groups have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?
- To what extent is the project embedded in institutional structures that are likely to survive beyond the life of the project?
- Will adequate levels of suitable qualified human resources be available to continue to deliver the project's stream of benefits?

Impact: Evaluate the project impact and its contribution to the strengthening of the rule of law and improved management of transnational crime challenges. What has the project achieved?

- What are the direct impacts of the project at the “overall objectives” level?
- What impacts appear likely?
- Are the current targets realistic and are they likely to be met?
- Are any external factors likely to jeopardise the project's direct impact?
- To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender and economic)
- Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?

Partnership and cooperation: Evaluate the partnership and cooperation level established by the project implementation so far.

- Are there good relations with new or existing institutions and are there plans to continue with some or all of the project's activities?
- Are project partners being properly developed (technically, financially and managerially) for continuing to deliver the project's benefits/services?
- How flexible is the project in adapting to changing needs?
- How does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?
- To what extent are the project logic, concept and approaches appropriate and relevant to achieving the government's policies and objectives?

Cross cutting issues: Evaluate the extent to which the project implementation is responding to cross cutting issues such as, gender, environment, human rights, the rule of law, etc.

- To what extent has the project included *gender sensitivity* in the implementation of its interventions?
- To what extent has the project included *human rights* in the implementation of its interventions?
- To what extent has the project included *the rule of law* in the implementation of its interventions?
- To what extent has the project contributed directly or indirectly towards the development of a gender sensitive approach in trainings?
- What is the percentage of women trained by the project?

Lessons learned and best practices: In addition, attention should be paid to the lessons learned and best practices applied in the project so far.

- What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future?
- What best practices emerged from the project implementation?
- What lessons can be drawn from unintended results?
- Which improvements can be made to gender and cross cutting issues within the life of the project?

Survey Questionnaire

The purpose of this survey is to better understand and evaluate the implementation and the impact of the project implanted by UNODC. The data collected from this survey will not be included in the evaluation report itself, but will be used for internal review purposes.

Please rate each of the items shown below on a scale from 1 to 5 (1 being the lowest, 5 being the highest), as follows:

DATE COMPLETED:

General Project Information
Project Number and Title: JORT36 “Support to the Juvenile Justice System in Jordan”
Location: Jordan
Objective: The main project objective remains to strengthen the legislative and institutional capacity of the Juvenile Justice system in Jordan, through enhancing the capacities of the judiciary and in addition the newly established Juvenile Police department (JPD) to deal more effectively with cases of children in contact with the law in line with the international standards and norms.
Type of Evaluation and date of evaluation: Final/ November – December 2013
Name of Evaluator(s): FatineBolifa

Effectiveness:

How well has the project been achieving its planned results?					
What was the quality of the results/services available?					
Do all planned target groups have access to/are using project results available so far?					
To what extent has the project adapted/was able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?					

Efficiency:

How well was the availability/usage of means/inputs managed?					
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To what degree were inputs provided/available on time to implement activities from all parties involved?					
To what degree were inputs provided/available at planned cost (or lower than planned), from all parties involved?					
To what extent were inputs monitored regularly to encourage cost-effective implementation of activities?					
Were project resources managed in a transparent and accountable manner?					
Were all contractual procedures clearly understood and did they facilitate the implementation of the project?					
How well was the implementation of activities managed?					

Sustainability:

If the services/results have to be supported institutionally, are funds likely to be made available?					
To what extent the maintenance or replacement of the technologies/services introduced by the project are affordable?					
To what extent will target groups continue to make use of relevant results?					
Do the target groups have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?					
To what extent is the project embedded in institutional structures that are likely to survive beyond the life of the project?					
Will adequate levels of suitable qualified human resources be available to continue to deliver the project's stream of benefits?					

Impact:

What is the level of the direct impacts of the project at the "overall objectives" level?					
Are the current targets realistic and are they likely to be met?					
To what extent can any external factors likely to jeopardise the project's direct impact?					
To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. environmental, social, gender and economic)					

Partnership and cooperation:

How are the relations with new or existing institutions and stakeholders?					
How flexible is the project in adapting to changing needs?					
How does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?					
To what extent are the project logic, concept and approaches appropriate and relevant to achieving the government's policies and objectives?					

Cross cutting issues:

To what extent has the project included <i>gender sensitivity</i> in the implementation of its interventions?					
To what extent has the project included <i>human rights</i> in the implementation of its interventions?					
To what extent has the project included <i>the rule of law</i> in the implementation of its interventions?					
To what extent has the project contributed directly or indirectly towards the development of a gender sensitive approach in trainings?					
What is the percentage of women trained by the project?					

ANNEX III. DESK REVIEW LIST

List of background documents for the desk review

- UNODC Regional Program Framework
- Project document of TJOR 36
- Amended Project document;
- Semi Annual and Annual Project Progress Reports 2011-2013
- Project Progress Reports submitted to the EC
- Mid-Term Evaluation Report by EC Expert
- Minutes of Steering Committee meetings
- Most up-to-date presentation of the project
- The closing ceremony presentation
- Project publications
- The correspondences between the project partners
- Files and documentation of the in-kind assistance and deliverables