

# JAPAN SOCIAL DEVELOPMENT FUND (JSDF)

## Grant Funding Proposal (FY11 – Round 32)

### A. BASIC DATA

Beneficiary Country:	Jordan		
Grant Name:	Enhancing Community-Driven Legal Aid Services to the Poor		
Grant Recipient:	Justice Center for Legal Aid		
Name of Implementing Agency or Agencies with Joint Implementation:	Justice Center for Legal Aid		
Implementing Agency Type:	NGO		
Main Sector:	BG Law and justice	Main Theme:	31 Access to law and justice
Recipient Grant Amount:	US\$2,606,600		
Bank Incremental Costs Grant Amount:	US\$80,000		
Total Grant Amount (Recipient and Bank Incremental Costs):	US\$2,686,600		

### B. PROJECT SUMMARY

#### Development objective:

The development objective is to support the legal empowerment of the poor and other vulnerable persons by improving access to justice sector services based on demand-side priorities of poor communities and supported by community-driven implementation.

#### Country / sector context:

The concept of legal aid services in the MNA region as a whole, and specifically in Jordan, is still underdeveloped. Equal access to justice is guaranteed by the Jordanian *Constitution*. However, in practice it is hampered by the poor quality of existing services available to poor communities. The right to state-sponsored legal aid is limited to serious crimes, despite the fact the greatest needs for legal aid of poor communities are centered on civil cases, such as family court cases (alimony, child support, inheritance) and cases related to housing and employment. For such cases, poor persons must obtain their own legal representation and pay court costs. This makes it more challenging for the poor to access justice in cases that impact directly on poverty levels. Thus there is a considerable need to develop legal aid services that are better targeted to the needs of the poor, and in which poor communities have a role in implementation. The Ministry of Justice has made improving access to justice a priority under its 2010-2012 Judicial Reform Strategy, and has pledged full support in implementation of this proposed program.

#### Activities summary:

To achieve the overall development objective, the project is designed around three components. **Component 1** covers capacity-building to the systems and institutions that will support the provision of legal aid services to the most poor and vulnerable in an equitable, efficient and sustainable manner. **Component 2** covers the provision of legal aid services to the poor and enhancing accessibility to justice at the community level. Legal aid services will include legal counseling, legal representation and legal education and awareness services. They will be based on demand-side priorities and implemented through local community involvement. The activities included in the two program components are based on lessons-learned from, and innovations developed during, implementation of a JSDF Seed Fund grant.

# GRANT SUPPLEMENTARY INFORMATION

## 1. PROJECT INFORMATION

### 1.1 Strategic Context

The Government of Jordan has demonstrated strong ownership of its development agenda and commitment to reforms, especially in the justice sector. The reforms implemented in the justice sector over the last decade have made Jordan a regional leader in successful reforms and development. At present, Jordan remains vulnerable to volatility in the region. The Jordanian economy was strongly impacted by the global and regional downturn, with growth slowing considerably in 2009. Many Jordanians, such as children and rural inhabitants, continue to be exposed to vulnerability risks. Despite this political and economic environment, Jordan has been able to achieve above-average development outcomes within its income group, especially in terms of health, education and technological readiness. However, regional disparity, in terms of reducing poverty levels and access to services, remains an issue. For example, existing legal aid services are limited primarily to Amman and surrounding urban areas. The impact of local development initiatives has been geographically uneven, so decentralization efforts related to service delivery could address regional disparities and reduce poverty pockets.

The key elements of the Government of Jordan's development strategies are defined in the National Agenda (2006-2015) and Executive Development Program (2011-2013). Both of these documents include improved delivery of services, such as legal aid services, as means to promote development. The first phase of the National Agenda (2007-2012) supports public sector reform, including improved delivery of services. The goals of the Executive Development Program include developing the public sector to increase its productivity, enhancing local development in all governorates and fighting poverty. To support these strategies, the World Bank's Country Assistance Strategy (2006-2010) included supporting local development through increased access to services, reforming social protection and expanding inclusion, and supporting public sector reform. One of the three pillars of the Bank's draft Country Partnership Strategy (2011-2014) with Jordan is to enhance social protection mechanisms and pursue local development, which includes improving targeting of services to increase coverage of the poor. The Ministry of Justice's Reform Plan (2010-2012) also includes a component to improve access to justice. The proposed Enhancing Community-Driven Legal Aid Services to the Poor program will fit firmly within these strategies by improving the targeting of legal aid services based on demand-side priorities and implementation of services with enhanced community participation. By extending services throughout Jordan, it will also help to address regional disparity.

The Government of Jordan has demonstrated full commitment to the proposed program. To support the functioning of new legal aid centers, \$75,100 has been made available as co-financing to partially cover the costs of office space and other expenses. The Justice Center for Legal Aid is providing co-financing in the amount of \$116,100 to cover the costs of staffing. This is a total of \$191,200 in co-financing to support the program. In addition to financing, the Government of Jordan has agreed to provide programmatic support through the Ministry of Justice. This consists of supporting strategic planning sessions, with key stakeholders in government and civil society and under the auspices of the Ministry of Justice, to address issues raised by the poorest members of society during legal awareness and counseling sessions, and serve as a basis for policy advocacy. Depending on the issues raised, working groups will be formed to develop detailed activities. The sessions will lead to a strategy for revising services to better serve the poorest communities, which will be promoted by the Ministry of Justice, and will allow for poor communities to have a more direct voice in the development and delivery of legal aid services. Strategies will be widely disseminated to key stakeholders. The Ministry of Justice has also expressed interest in developing a training course for judges at the Judicial Training Institute on justice and poverty, which would incorporate data generated through the JSDF program. This would help judges better understand the needs of the poorest communities and to allow them to serve such communities more effectively.

### 1.2 Main Beneficiaries

#### Characteristics of targeted beneficiaries and key challenges faced

Project beneficiaries include the following:

- Most poor community members (women, men, juveniles and children)
- Migrant worker and refugees

This program targets the poorest and most vulnerable populations in Jordan. The most recent statistics issued by the Department of Statistics in Jordan indicated that poverty rates stood at around 15%. The number of poverty pockets in Jordan has increased from 22 in 2008 to over 30 in 2010, making poverty more widespread. Two steps will be taken to ensure the main beneficiaries of the program are the most poor and vulnerable. Firstly, legal aid clinics and services will be located in areas identified as poverty pockets by the Government of Jordan, and referrals will be made from other local civil society organizations working with the most poor and vulnerable persons. Secondly, a means-test will be administered to potential clients. The means-test will be based on income of the beneficiary and his/her family, size of the family, and a socio-economic assessment. Based on the means test, a sliding scale of payments will be applied. This will ensure free legal aid services are reserved for only the most poor and vulnerable.

The poor often lack access to services and mechanisms that safeguard and fulfill their basic economic, social and political rights. They are often unable to adequately and effectively make their needs known, seek remedy against injustice and fully engage in public life. They are trapped in a vicious cycle where barriers to obtaining justice reinforce their poverty and exclusion. Women in particular face additional challenges. The unemployment rate is high (24.4%), and around 30.8% have unpaid employment. Migrant workers and refugees, particularly those without official residency in Jordan, face challenging living conditions. Illegal residency renders them vulnerable to exploitation by employers and constantly in fear of being detained by local authorities. Unemployment and poverty rates are high among them.

Based on data and analysis developed as part of the JSDF Seed Fund Grant, the needs of poor Jordanians will be related primarily to family/personal status cases, other civil cases (housing, employment) and criminal cases (detention without legal representation). Migrant workers, who reside and work in Jordan legally, face similar problems, in addition to issues related to residency and employment-related disputes. Refugees, the majority of which are Palestinian and Iraqi, will face similar issues as poor Jordanians. In addition, they are more subjected to employment and housing-related abuses, as well as issues related to residency and nationality. Palestinian refugees can obtain refugee status through UNRWA, however, Iraqi refugees cannot obtain refugee status in Jordan. Most Iraqi refugees enter Jordan on tourist visas, so the Government of Jordan allows Iraqi refugees to remain in Jordan, and access basic public services, on expired tourist visas. Legal aid services will allow migrant workers and refugees to access the services and protections provided them by the Government of Jordan.

With respect to enhancing legal empowerment and access to justice for the most poor communities, past experience highlights the following challenges: lack of awareness and understanding of rights and the mechanisms to enforce them; lack of assessing the demand-side priorities of poor communities; limited local community involvement in developing and delivering legal aid services; high costs (lawyer and court fees) associated with accessing justice; a fractured legal aid system that does not provide comprehensive or sustainable services; and the poor targeting of services by the state so that services are not provided in priority cases.

Number of direct beneficiaries

Legal representation: 6400 individuals

Legal counseling: 9,500 individuals

Legal awareness: 7500 community member

1.3 Project Location

With the creation of new legal aid clinics and the extension of services in existing legal aid clinics, there will be the presence of at least one legal aid clinic in each governorate of Jordan. Rural and remote areas of the governorates will be served by mobile services based on demand and resources.

1.4 Project Duration:

Three years

Project Start :

5/1/2011

Project End

4/30/2014

Date:

1.5 Task Team Leader	Paul Prettitore, Senior Public Sector Specialist, MNSPS	
1.6 GRANT DEVELOPMENT OBJECTIVE		
The development objective is to support the legal empowerment of the poor and other vulnerable persons by improving access to justice sector services based on demand-side priorities of poor communities and supported by community-driven implementation.		
1.7 DEVELOPMENT OUTCOME INDICATORS		QUANTIFIED TARGET
1.7(a)	Poor persons accessing legal counseling and representation are able to exercise their legal rights and/or resolve disputes	Review of legal counseling cases (post-counseling surveys) and legal representation cases (automated case management system) demonstrate positive results, to be defined by the type of case, in 75% of cases
1.7(b)	Poor communities are more aware of their legal rights and the mechanisms for exercising and enforcing them	At least 80% of beneficiaries attending legal aid awareness sessions report an increase in awareness during exit interviews
1.7(c)	Legal aid services are delivered to the most poor and vulnerable Jordanians in a comprehensive, coordinated and efficient manner	<ul style="list-style-type: none"> <li>• 20 MoUs with CSOs signed regarding referrals</li> <li>• Expansion of <i>pro bono</i> lawyer's network to include Irbid and Ma'an Governorates</li> <li>• Six new legal aid clinics established</li> <li>• Four legal aid clinics co-located with local civil society organizations</li> <li>• Implementation of means test</li> </ul>
1.7(d)		

## 2. GRANT RECIPIENT AND IMPLEMENTING AGENCY

2.1 Recipient Name: Justice Center for Legal Aid

2.2 Recipient Background:

### Overview

The Justice Center for Legal Aid (JCLA) was established in July 2008 as a nonprofit, nongovernmental entity to provide legal aid services to the underprivileged residing in Jordan. Its mission is the legal empowerment of the poor and underprivileged communities in Jordan through legal counseling, representation and awareness building. JCLA provides

legal aid for a variety of legal problems, including criminal and civil matters, family disputes, immigration and refugee related issues. It also works to enhance legal awareness among its beneficiaries related to their legal rights and the mechanisms for exercising them.

### Services and Objectives

In accordance with the Articles of Association of the Center, JCLA’s main objectives are to:

- Provide legal awareness, counseling and representation and to low-income individuals and underprivileged communities
- Provide legal assistance and legal representation to immigrants and refugees.
- Promote human rights and democracy
- Promote the culture of forgiveness, tolerance, transparency and equal justice

### Sector Experience

Since establishment in July 2008, the JCLA grew from a single legal aid clinic (LAC) to a network of five clinics located inside and outside Amman, in addition to its headquarters that provides the LAC network with management and administrative support, as well as technical oversight. The JCLA is specialized in providing legal aid services and has built capacity in a focused manner in order to professionalize the provision of legal aid services to its constituencies. To this end, it has kept its mandate focused and established links with other NGOs in order to provide, in partnership, an integrated set of services when needed.

### Capacity and Qualifications

The JCLA has a legal team of nine members supported by the finance and administration team of three members. It also has established a *pro bono* lawyers’ network that is formed of 25 lawyers, who provide services to JCLA beneficiaries on a *pro bono* basis. On the institutional level, the JCLA has a basic automated case management system, which allows it to track individual cases, monitor case load and conduct quality assurance on a regular basis. It also has developed an initial set of work policies and standards that determine eligibility of applicants for assistance assess the legal merit of the case and define the contractual relationship between JCLA and its beneficiaries. In terms of number of beneficiaries, the JCLA has been able to serve over 1400 individuals, of which 30% (around 420) involved legal representation and 70% (980) legal counseling services. In addition, it conducted over 40 legal education and awareness sessions that helped empower local community members and educate them about their basic legal rights and available remedies and ways in which they can involve themselves with implementation of services.

### Annual Budget

JCLA’s annual budget for the years 2009 and 2010 was \$39,347 and \$300,414 respectively. JCLA’s forecasted budget for 2011 is \$360,000. The State and Peacebuilding Fund of the World Bank has awarded \$2 million to support the development of legal aid services to Iraqi and Palestinian refugees in Jordan. A large portion of this funding will be made available to JCLA from 2011-2014 to support establishment of legal aid clinics in Palestinian refugee camps and urban areas with high populations of Iraqi refugees.

### 2.3 Implementing Agent Details

Agency Name:	Justice Center for Legal Aid
Address	Jabal Amman, 1st Circle 4 Imam Malek Street Amman – Jordan  Tel.: +962 6 462 4009 Fax: +962 6 462 5009
Contact Person in Proposed Implementing Agency	Diala Khamra
Phone:	+962 77 722 4223
Email:	dkhamra@jcla-org.com

## 2.4 Implementing Agency Background

See 2.1 Recipient Background, above.

## 2.5 Other institutions/NGOs that will be involved in implementation

There will be no sub-grants as part of this program; however, the JCLA will sign MoUs with other civil society organizations providing social assistance to extend legal aid services to their clients, when necessary.

# 3. INNOVATION AND SUSTAINABILITY

## 3.1 Innovation

In the past, several civil society organizations have launched legal aid initiatives. However, these initiatives have met only with modest success. Taking into account these lessons-learned from the implementation of two JSDF Seed Fund Grants – one successfully by JCLA and one unsuccessfully by the Jordan River Foundation – and regional practices, the proposed program includes a number of innovations. The innovations fall under two broad categories: 1) involving poor communities in the development and delivery of legal aid services; and 2) re-engineering legal aid services for effectiveness and sustainability.

### Involving Poor Communities in the Development and Delivery of Legal Aid Services

In the past, poor communities had no real role in the development and delivery of legal aid services. This is the first program in Jordan, and the region, to develop and implement legal aid services based on demand-side needs and participation of poor communities. More specifically:

- *Determining the demand-side priorities for services of poor communities* – This will be accomplished through; an ongoing survey specifically on the justice sector conducted by the Department Statistics covering 5,000 households in poverty pockets of Jordan, which is the first such survey in Jordan, and was developed implementation of the JSDF Seed Fund Grant; feedback from legal aid clinic clients and regular stakeholder consultation in poor communities; and regular analysis of legal aid clinic caseloads. Together, these will provide the first serious attempt to integrate the demand-side in development and implementation of services, which has not been done elsewhere in the region. A survey is currently underway by the Department of Statistics covering 5,000 households in poverty pockets throughout Jordan.
- *Addressing demand-side priorities* – This will be the first program in Jordan, and the region, to provide routine legal aid assistance in family/personal status courts (covering inheritance, alimony and child support), which until now have not been covered by legal aid provided by civil society organizations and the Jordan Bar Association. Analysis conducted by JCLA as part of the JSDF Seed Fund Grant demonstrated that nearly 50% of its existing clients are involved in such cases. In addition, services will be enhanced to cover other civil cases (housing, employment), which account for another 35% of cases. State-sponsored legal aid covers only felony criminal cases, which account for less than 20% of the caseload.
- *Integrating poor communities in the design and delivery of legal aid services* – This will be done through several activities: using local community leaders and members in legal awareness and counseling; using local lawyers as part of the *pro bono* lawyer association; and developing data and analysis on needs of poor communities, to be incorporated into twice-yearly reports delivered to the Ministry of Justice. This will allow, for the first time, a voice and a platform for poor communities in the implementation of legal aid services. The Ministry of Justice has already agreed to work with the Bank on developing policy responses to the recommendations.
- Data generated through legal aid services will be compiled and analyzed to provide a basis for advocating

community-driven improvements to service delivery, in cooperation with the Ministry of Justice, which has agreed to play a role. This will provide a voice for poor communities in developing policy reforms and mechanism for reform in cooperation with the Ministry of Justice.

#### Re-engineering Legal Aid Services for Effectiveness and Sustainability

At present, legal aid services are fractured, limited and not targeted properly to the needs of the poor. To improve the quality of services, a number of innovations are included in this program. Such practices are new to Jordan, and the region, and as such are pilot activities in the region. They include:

- Establishment of comprehensive provision of legal aid services through the JCLA network. This will be supported by the referral system implemented with other civil society organizations; co-location of JCLA legal staff in the office of other civil society organizations; and the *pro bono* lawyers network, which will be expanded to include lawyers and other volunteers from poor communities. This coordinated and comprehensive system will replace the *ad hoc* delivery of services currently in place in Jordan.
- Using mobile legal aid services (part-time offices, regular legal staff visits, cooperation with local civil society organizations) to bring, for the first time, legal aid services to rural and remote areas of Jordan
- Development and implementation of eligibility criteria for legal aid, with a sliding scale of payments for those able to pay, thus reserving free services for the most poor and vulnerable. To date, assessments of the eligibility of clients were done on an individual basis, taking large amounts of time and resources. Once implemented, the eligibility criteria will free resources for counseling and representation services.
- Introduction of an automated case management system for legal counseling and representation cases, which allow for monitoring and evaluation of legal aid services, and allow for the compilation of data and statistics on demand-side of services for poor communities, which can in turn be used for advocacy purposes to advise reform of public sector services.

### 3.2 Sustainability

To support the sustainability of legal aid provision, the JCLA is instituting a series of measures that will help sustain its services beyond the life of the project. Following is a brief description of each measure.

- Leveraging resources and partnerships: The JCLA model is built on that of partnership with community-based organizations that involves placement of JCLA lawyers within the offices of NGO partners, which will leverage the resources and knowledge of these organizations, avoid duplication of resources and maintain costs at a minimum level.
- Expanding the *pro bono* lawyers network: Through building a strong network of *pro bono* lawyers, the JCLA will be able to refer cases to lawyers willing to render their services on a *pro bono* basis. This will be done by partnerships with the Bar Association and private law firms, both of which pledged assistance at stakeholder consultations held as part of the JSDF Seed Fund Grant. In particular, a partner of the largest law firm in Jordan has agreed to his firm's participation in the network. In addition, partnerships with law faculties will be established to integrate law students and newly-graduated lawyers into the network, and discussions are already underway with University of Jordan, the largest law faculty. Expansion of the *pro bono* network to private law firms and the law students/recent graduates will greatly reduce the expenses related to legal aid services. No such network exists currently in Jordan, or in the region.
- Income generation and financial sustainability: The legal services provided to the poor will be based on a payment schedule commensurate with the financial capability of the applicant. Based on the policies and eligibility criteria that will be developed through the proposed project, which will be modeled after international practices, the JCLA will establish financial contribution requirements based on the ability of clients to pay. Said contributions will be used to support ongoing costs and to finance cases taken on by the JCLA. In addition, lawyers' fees awarded by the court will be channeled to JCLA and added to the legal aid fund to be established.
- Coordination with government entities and relevant stakeholders to develop a national legal aid strategy: JCLA will

launch a series of policy advocacy activities to secure government support and to develop strategies to expand the provision of legal aid through the state. While a state-funded legal aid model might not be attainable in the near future due to the financial constraints currently being faced by the government and the global economic climate, some measures can be adopted in the medium term that would increase the support of the government for legal aid alongside legal aid organizations. Such measures will be defined through a consultative process, the output of which will include concrete steps and recommendations for legislative amendments to support increased government support and funding for legal aid. This initiative is fully supported by the Ministry of Justice, which has agreed to raise these issues within the Government of Jordan, based on data, information and policies developed through this program.

- Community Participation – The participation of poor communities, through measuring the demand-side of services and implementing services at the community level (legal awareness and counseling), will provide community members with a stake in continuation and expansion of legal aid services, thus providing program sustainability. Further economic sustainability can be enhanced in two additional ways. Community participation in awareness and counseling reduces costs that would have to be paid to outsiders to undertake the activities. Providing the community a voice in the development and delivery of services will allow them to become targeted more accurately, thus eliminating costs associated with services not vital to poor communities.

#### 4. CONSULTATION WITH JAPANESE DEVELOPMENT PARTNERS

4.1 Name of Representative	Mr. Kunihiko Yoshida	Date of Meeting	<b>12/1/2010</b>
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##### 4.2 Summary of Consultation:

Mr. Yoshida stated that the proposed project is beneficial for both Jordan and the Embassy of Japan, and that it will compliment the Embassy's existing programs focusing on the environment, energy, health, basic education and persons with disabilities. Mr. Yoshida stressed the importance of expanding activities to areas outside of Amman. He thus supported the proposal. It was agreed to send Mr. Yoshida a copy of the revised proposal integrating comments by the JSDF Unit.

##### 4.3 Potential Collaboration:

Mr. Yoshida expressed that it would be possible to collaborate on the area of persons with disabilities, for example by developing legal aid services specifically to assist persons with disabilities to exercise their full rights and gain access to the benefits to which they are entitled.

4.4 Name of Representative	Ms. Makiko Okumura Mr. Mitsuhiro Osaki	Date of Meeting	<b>12/1/2010</b>
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##### 4.5 Summary of Consultation:

At the meeting it was agreed that the proposed program is consistent with the Government of Japan's overall development assistance strategy to Jordan, and would be categorized under the development issue objective 'Empowerment of Socially Vulnerable Groups' under the Priority Area of 'Poverty Alleviation and Minimizing Social Disparities'. Ms. Okumura sent an email on 11 January 2011, stating the following:

- "The proposal is consistent with Japan's overall development assistance strategy to Jordan. The proposal might be categorized within the Development Issue 'Empowerment of Socially Vulnerable Groups' under one of our three Priority Areas 'Poverty Alleviation and Minimizing Social Disparities'.
- Nevertheless, there is no duplication nor overlap between the proposal and any of our project/program, as we have not had any project/program which is focused on legal aid.
- As we are implementing a project 'The Project for Improvement of Livelihoods of Palestinian Refugees' and the project is supporting vulnerable refugee women in the camps, we would like collaboration and information-sharing between the Justice Center for Legal Aid and the project. We are contacting them for this purpose.
- So, overall, we are positive to your proposal and looking forward to further collaboration with the JCLA and the project."

##### 4.6 Potential Collaboration

JICA has been supporting a program related to employment for Palestinian refugee women, and has requested collaboration in the provision of legal aid services, focusing on employment rights, to such women in refugee camps. We have agreed to this collaboration, pending funding. The Embassy of Japan would like to collaborate in relation with its programs supporting persons with disabilities. Thus the program will include legal awareness sessions on the legal rights of persons with disabilities, targeted at the beneficiaries of the Embassy of Japan programs, and JCLA will establish a referral mechanism with the Embassy of Japan whereby its program beneficiaries will be referred to the JCLA legal aid clinics for legal counseling and representation.

## 5. JAPANESE VISIBILITY

5.1 Confirm that a grant signing ceremony will take place in the recipient country, including representatives from the Embassy of Japan, and that a press release would be issued in local newspapers	<b>Agreed</b>
5.2 Confirm that the Embassy of Japan in the recipient country will be invited to participate in field visits and project events, and will receive copies of progress review mission reports	<b>Agreed</b>

5.3 Describe the measures, other than the above, to be taken to ensure the visibility of Japan's contribution :

Visibility activities related to the support of the Japanese government will be held on three levels:

- Government and general public level
- Donor community
- Local community level

On the government and general public level, the following measures will be undertaken to highlight the support of the Japanese government for legal aid activities in Jordan:

- Regular issuance of press releases covering all project activities will be published in local newspapers highlighting achievements and the support of the Japanese government.
- The logo of the Japanese government will be placed on all banners used in all focus group sessions held related to the project.
- The support of the Japanese government will be listed on JCLA's Website with regular updates on project progress and achievements.
- Regular progress reports will be sent to government of Jordan representatives including the Ministry of Planning and International Cooperation, the Ministry of Justice and the Ministry of Social Development that highlight the support of the Japanese government and the impact of the project.

At the donor community level, the JCLA will launch a series of meetings with the donor community to rally support and funding for legal aid initiatives and identify avenues of intervention. Specifically, the following will be conducted:

- Annual donor coordination meetings will be held by JCLA through the project to discuss possible donors' support for legal aid initiatives. Said meetings will be held under the umbrella of the JSDF funded project and representatives of the Japanese embassy will be invited to the meeting to help lead coordination efforts.
- Annual reports pertinent to project progress will be sent to the donor community highlighting the support of the Japanese government.

On the local community level, the following visibility activities in relation to the Japanese government's support will be undertaken:

- Community level launching ceremonies will be held at the opening of each legal aid clinic to which local community members and representatives of the Japanese Embassy will be invited.
- The logo of the Japanese government will be placed on the office signs of all legal aid clinics established through the project.

- The logo of the Japanese government will be placed on all awareness materials and publications issued related to the project as well as legal assistance application forms.

A brief overview of the support of the Japanese government of the legal aid initiative will be highlighted by project staff at the beginning of each legal awareness session implemented throughout the life of the project (a total of 270 sessions are expected to be held per annum).

## 6. DETAILED DESCRIPTION OF GRANT COMPONENTS

### 6.1 Component 1 – Capacity-Building of Legal Aid Institutions

\$ 182,900.00

#### Activity 1 – Develop work policies and standards

To enable JCLA to provide services fairly and consistently and reach the people most in need, it is critical to design clear and concise policies and guidelines for granting and administering legal aid assistance. This is particularly so in the absence of state-funded, comprehensive legal aid system. Since establishment, the JCLA developed preliminary policies and guidelines to regulate its work. To support the planned expansion and institute policies that support the provision of legal aid services in an effective manner on a national level, revisions of operating procedures need to be conducted in consultation with key partners and stakeholders.

Consensus-building and stakeholder involvement is crucial to securing ownership and ensuring proper administration of said policies. Stakeholders' involvement is also of paramount importance given that JCLA seeks to design policies that integrate the roles of civil society, local and state officials, and poor communities. To this end, focus group sessions and roundtable discussions will be conducted to discuss and agree with stakeholders, which include poor communities, civil society organizations and representatives of the Ministry of Justice and Ministry of Social Welfare, on the parameters to be included in each of the policies that will be drafted, which include the following:

- Guidelines to assist in identifying legal matters typically covered by legal aid entities and in assessing the legal merit of the case. The merit test typically looks at a number of issues including whether the applicant's complaint has reasonable prospects of success, particularly in civil cases.
- Means-tests guidelines which assess the financial eligibility of applicants. This policy will be updated based on findings of LACs and the practical application of the illustrative guidelines currently in place.
- Guidelines to determine costs, fees and financial contribution requirements associated with an individual case. The contribution of beneficiaries must be calculated based on the outcome of the means test. A policy related to payments and a payment schedule based on income level will be designed taking into consideration international and national standards, with special emphasis on ensuring assistance to residents of poverty pockets.
- Guidelines determining the termination of service. This will include information and requirements which must be met prior to terminating a legal aid grant. It also will explain termination procedures to the client along with forms to be used and will outline proposed obligations on the part of recipients of legal aid.

#### Activity 2 – Improved Case Management and Statistics

Recording, compiling and analyzing data is an important component in the planning process. It is even more important in designing effective policy advocacy efforts aimed at lobbying for government's support. To this end, the JCLA will contract with a software development company to design and program additional functions to be added to the existing automated case management system, which at present covers only the basic functions of a legal aid system.

Software design sessions will be held involving JCLA partners and stakeholders to identify the data and statistical reports that must be incorporated. The design will take into account the following: case classification according to type and sub-category; gender; age; nationality; documentation of case outcome and impact of attorney presence on final verdict; and court decision, among others.

The database will be designed to provide analytical data and generate statistical reports that highlight achievements, impact and outcomes of legal aid services. Such database will be the first of its kind and will reflect the actual need for legal aid services within poor communities, and its benefits on the ground. The information produced will benefit poor communities in terms of advocating for improved public sector services. The data generated through the case management system will be routinely compiled and analyzed by the JCLA, and will provide a basis for Monitoring and Evaluation and be included in the final impact evaluation.

#### Activity 3 – Quality Assurance and Institutionalizing Feedback from Local Communities

Through the project, the JCLA will design and implement a performance monitoring and quality assurance mechanism to

monitor legal aid services provided to beneficiaries. This will include management tools for legal aid staff, a suggestions and complaints mechanism and a grievance system, which will cover any complaints/grievances submitted to JCLA with regard to any of JCLA services. Performance indicators, targets and quality standards will be outlined to regularly measure and assess the impact and quality of legal aid services provided. Feedback results will allow JCLA to further refine its services to better serve the community. It will also ensure poor communities have a continuing voice in developing and delivering legal aid services.

A quality assurance manual for providing legal aid services will be developed by a specialized consultant to provide the JCLA legal team with guidelines on how to maintain high quality standards. The JCLA team will be trained on the manual and the use of all relevant forms. A hotline will also be set-up to allow beneficiaries to call JCLA management toll-free to report on any issue related to JCLA services. This will allow direct communication between JCLA management and beneficiaries and the effective resolution of any issue faced by beneficiaries.

Outputs:	<ul style="list-style-type: none"> <li>• Work policies and standards that govern the provision of legal aid services developed and implemented</li> <li>• Revised case management procedures adopted and implemented</li> <li>• Quality assurance manual for legal aid services developed and implemented</li> </ul>
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<b>6.2 Component 2 – Provision of Enhanced Legal Aid Services</b>	\$ 2,199,000
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Activity 1 – Establishment of a Comprehensive Legal Aid System for the Most Poor and Vulnerable

JCLA will adopt a hub-and-spoke model in implementing this project in order to address the legal needs of the poorest Jordanians allocated in poverty pockets identified by the Government of Jordan. JCLA's approach will target six governorates that are distributed in the north and south of the country. This approach will allow JCLA to reach the poverty pockets distributed in the north and south of Jordan, which traditionally receive less services and resources than poverty pockets located in an around Amman. For example, the Bank's Country Partnership Strategy has highlighted the problem with unequal development and availability of services across Jordan. The two JCLA hubs will be located in Irbid Governorate in the north, and Ma'an Governorate in the south. The structure of the legal aid clinics will be as follows:

Northern Hub - Irbid Governorate

Irbid Governorate is under-served for legal aid services in comparison to Amman. It hosts the Qualified Industrial Zones, where a number of poor workers reside and work, and are in need legal of assistance. Mafraq has a the reported highest poverty rate in Jordan, at 31.9%. Irbid and Jerash governorates also have poverty rates above the general average of poverty in the kingdom (20.3% and 14.7%, respectively) and public sector services are generally lacking as compared with Amman. Legal aid clinics will be established as follows:

- Hub Office and Legal Aid Clinic – a hub office and legal aid clinic will be established in Irbid, which will provide legal aid services and provide technical and operational support to, and supervision of, smaller legal aid clinics that will be established in Mafraq and Jerash.
- Legal Aid Clinics – Legal Aid Clinics will be established in Mafraq and Jerash, where they will be located in the offices of local civil society organizations, in order to reduce costs and allow for direct referrals of legal aid clients.

Southern Hub – Ma'an Governorate

While the population density in the south is less than the north, and much of the population lives in rural areas, the poverty rates are high. For example, the poverty rate in Tafilah is 21%, well above the national average. In addition, services are much more limited than in Amman and areas of the north. Residents of the south have few opportunities to access any type of legal aid services, which are mostly absent from the area. In Aqaba, the project will target Al-Karama area that houses poor Jordanians and Palestinian refugees, who were moved to this area following their eviction from the Shallaleh area which had been an unofficial refugee camp. Legal aid clinics will be established as follows:

- Hub Office and Legal Aid Clinic - a hub office and legal aid clinic will be established in Irbid, which will provide legal aid services and provide technical and operational support to, and supervision of, smaller legal aid clinics that will be established in Aqaba and Tafilah.
- Legal Aid Clinics – Legal Aid Clinics will be established in Aqaba and Tafilah, where they will be located in the offices of local civil society organizations, in order to reduce costs and allow for direct referrals of legal aid clients.

On average, each legal aid clinic will be staffed with two fulltime lawyers who will provide both legal counseling and legal representation services to local community members. In addition, case registration and other related fees will be covered through the project at varying percentages depending on the poverty level of legal aid applicants. In order to effectively reach out to local community members and complement development efforts of other community based organizations (CBOs) active in the field, partnerships will be established with said CBOs whereby JCLA's legal aid clinics (LACs) would be hosted at their premises.

Through its LAC network, the JCLA will provide legal counseling and representation assistance to the poor and underprivileged in all legal matters covering civil cases, criminal cases and family related cases. The focus of services is based on the demand-side priorities of communities identified through implementation of the JSDF Seed Fund Grant by JCLA. Upon receipt of a legal aid request, a legal counsel would meet with the community member in need for legal assistance and gather the information set out in a standard intake questionnaire. Counsel would then advise the applicant of his or her legal options (based upon the gathered evidence). The JCLA lawyer will provide full casework support and follow-up on all cases before regular and family courts.

In addition to legal aid clinics, JCLA will expand its *pro bono* lawyer's and volunteer network in terms of the number of members and the geographic coverage, to correspond to the areas where new legal aid clinics are established.. This will help increase the geographic outreach of JCLA's assistance and increase the number of cases that can be taken on through its network of legal aid clinics. Expanding the *pro bono* network entails recruiting lawyers and other volunteers into one of the following programs:

- **Law Firm Pro Bono Work:** cases that require extensive work, preparation and support, such as complex criminal cases, would be referred to existing law firms that pledge assistance
- **Individual Case Assignments:** less complex cases and cases that do not lend themselves to a law firm pro bono project would be assigned to individual lawyers
- **Pro Bono Support:** This would apply to cases of specialized nature that are litigated by JCLA in-house lawyers and require support from law firms or individuals possessing such knowledge or specialization.

The recruitment of lawyers operating in areas close to legal aid clinics will support the sustainability of legal aid services and lessen the need for expanding in size to meet the legal aid needs of refugees. In addition, poor communities have individuals capable of contributing to the work of legal aid clinics. Lawyers, law students and social workers, among others, from the poorest communities will be approached to help run the legal aid clinics and serve their fellow community members in order to institutionalize efforts in a sustainable manner. They would help to provide services related to legal awareness and information, and conduct summary interviews of clients, thus ensuring lawyers are used only when necessary.

#### Activity 2 – Enhanced Legal Awareness

In consultation with local civil society organization, and based on a needs assessment study that will be conducted among community members, a legal awareness plan will be designed to educate the poor about their legal rights and available remedies. This plan will be continuously reviewed in light of reviewing the caseload of LACs and identifying the most common legal problems faced by the poor. Furthermore, following each awareness session, an evaluation form will be disseminated among attendees to evaluate the content and presentation method of the session, and identify priority topics to be covered in subsequent sessions. In terms of legal education, an average of 90 awareness sessions will be organized per annum (270 sessions over the life of the project with an estimated number of 30 attendees per session) around topics identified in the legal awareness plan. Each session will target 30-40 participants with the aim of educating them on their basic rights and areas of relevance to their day-to-day lives. Expert lawyers and speakers, as

well as community leaders, will be invited to deliver the awareness sessions and engage with community members in discussion sessions. Based on the content of, and feedback from, the awareness sessions, printed materials (pamphlets, flyers) will be developed and disseminated at sessions and stakeholder consultations, through local civil society organizations, and placed in public spaces such as post offices. As necessary, radio and/or television advertisements could be developed in cooperation with the Government of Jordan, to be conducted as public service announcements.

Activity 3 – Building Partnerships with Local Communities

The JCLA will design an effective referral system in collaboration with partner civil society organizations to leverage resources and coordinate activities. This will include drafting collaboration agreements and MOU’s that outline areas of cooperation, the role of each party, and mechanisms for coordination. The referral system will be two-tiered: referral to JCLA and referral by JCLA. Organizations covering gender issues, human rights entities, and societies supporting children, juveniles and the underprivileged would refer to JCLA cases that require legal aid. Concurrently, individuals seeking JCLA’s assistance who require psycho-social support or other types of social support would be directed to relevant partner organizations. Working with local-level civil society organizations will also allow for local leaders and experts to participate in legal awareness presentations, and provide a further mechanism for local communities to provide input into the delivery of legal aid services.

<b>Outputs:</b>	<ul style="list-style-type: none"> <li>• 6 new legal aid clinics established</li> <li>• 14900 legal aid services provided to the most poor and vulnerable persons members (9,500 Counseling, 6,400 representation) over the course of the program</li> <li>• Legal education and awareness plan developed and implemented</li> <li>• 216 legal education and awareness sessions conducted</li> <li>• 7500 participants in awareness sessions.</li> <li>• 45 MOUs signed with local civil society organizations to expand outreach</li> </ul>
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<b>6.3 Project Management, Monitoring and Evaluation, and Knowledge Dissemination</b>	<b>\$ 224,700</b>
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Project Management

The Executive Director of JCLA, based in the JCLA Headquarters in Amman, will provide overall management and oversight of the project, and will take the lead on: developing the detailed implementation plan and timeframe; establishing a monitoring and evaluation plan; and conducting periodic performance appraisals and reviews. Overall project implementation will be the responsibility of the Project Manager. The Bank TTL, based in Beirut, will provide guidance on management and implementation as necessary. JCLA will ensure a full-time financial management officer and full-time procurement officer are on staff, to conduct all procurement, disbursement and financial reporting responsibilities, as recommended in by the FM and Procurement Assessments of JCLA. These staff members will also be provided training on Bank FM and procurement procedures.

Overall supervision of the project will be the responsibility of the Paul Prettitore, Senior Public Sector Specialist (MNSPS), and TTL, based in the Lebanon Country Office. Being based in Beirut, the TTL will have regular opportunities to conduct missions to Amman as part of an existing work program. A supervision budget of \$80,000 has been requested. A reporting schedule will be developed whereby JCLA will be required to submit quarterly reports covering activities and work details as well as financial aspects, all of which will be provided to the TTL. Activity reports will be made available to key stakeholders, including the Ministry of Justice. A mid-term review will be completed by the TTL eighteen months after the program commences. JCLA will also arrange for field visits to be conducted by the TTL to any of the legal aid clinics operated under the project. This will allow the World Bank management to see firsthand work progress, achievements and impact on the ground. Individual meetings with beneficiaries will also be arranged if need. Access to JCLA files and financial records will also be made available for review by World Bank staff as requested. End of year audited financial statements of JCLA will also be shared.

### Monitoring and Evaluation

Monitoring of the program will be the responsibility of the Director of JCLA and the JCLA Senior Attorney. The Director of JCLA will be responsible for monitoring all aspects of the program. The JCLA Senior Attorney will be responsible for monitoring cases of legal representation through random, regular checks of individual cases in the automated case management system.

Evaluation of the program will be the overall responsibility of the Director of JCLA. Evaluation will be based on the following sources of data and information:

- Legal aid client feedback (awareness, counseling and representation activities)
- Internal complaints mechanisms for legal aid clients
- Client needs assessments (at 6 months, and at the end of the first, second and third years of the program)
- JCLA Senior Attorney review and assessment of legal representation cases through the automated case management system
- Key stakeholder feedback through consultations (poor communities, Ministry of Justice, other ministries)
- JCLA Quarterly Reports
- Mid-Term Review (at 18 months)
- Regular supervision missions conducted by TTL
- Measuring implementation of key results

Evaluation guidelines will be developed by the Director of JCLA, in consultation with key stakeholders (poor communities, civil society organizations and Ministry of Justice), prior to the first Interim Evaluation. Evaluation reports will be issued along the following timeline:

- Interim Evaluation – 1<sup>st</sup> year
- Full Evaluation (as part of Mid-Term Review) – 18 months
- Interim Evaluation – 2<sup>nd</sup> year
- Implementation Completion Report – 3<sup>rd</sup> year

### Knowledge Dissemination

An annual report will be drafted that will include an overview of work progress, success stories and lessons-learned. It will be published and made available to civil society organizations, key government counterparts and other donors. In addition, all policy papers and reports produced through the project will be shared and discussed with stakeholders through focus group sessions, as well as periodic presentations and stakeholder consultations conducted by JCLA staff. The Bank TTL will ensure knowledge dissemination to stakeholders involved in programs in Iraq, where a JSDF Seed Fund Grant is underway, Lebanon and Syria, as well as other countries in the region. The work conducted as part of this program will also be highlighted within the Bank as part of the MNA region's identification and dissemination of good practices in public sector reform.

#### Outputs:

- JCLA Quarterly reports related to project implementation
- Monitoring & Evaluation reports – (Two Interim Evaluations, Mid-Term Review and Final Impact Evaluation)
- Annual reports produced and disseminated among partners, stakeholders and the donor community
- Two financial audits

## 7. ELIGIBLE EXPENDITURES

List all applicable eligible expenditures below in one or more categories as necessary. Eligible expenditures include consultant services (including audits), local training and workshops, small civil works, goods, sub-grants, and Bank incremental costs.

Category	Amount (US Dollars)	Percentage of Expenditures to be Financed	Percentage of Grant Total
Disb-Consulting	443,500	17.01%	16.51%
Disb-Goods	119,200	4.57%	4.44%
Disb-Training	193,400	7.42%	7.20%
Disb-Operating Cost	87,100	3.34%	3.24%
Disb-Other -Legal Service for the Poor	1,763,400	67.65%	65.64%
<b>Total Grant to Recipient</b>	<b>2,606,600</b>	<b>100%</b>	
<b>Bank Incremental Costs</b>	<b>80,000</b>	<b>3%</b>	<b>2.98%</b>
<b>Total Grant Amount:</b>	<b>2,686,600</b>		