

Council of Europe Neighbourhood Partnership with the Hashemite Kingdom of Jordan (2015-2017)

Final Report

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EXECUTIVE SUMMARY

The Committee of Ministers of the Council of Europe (CM) adopted the Neighbourhood Partnership with the Hashemite Kingdom of Jordan 2015-2017 at its 1218th meeting on 4 February 2015. Developed jointly with the Jordanian authorities, the Neighbourhood Partnership aims to support Jordan in the process of democratic changes and to address the challenges to human rights, the rule of law and democracy. The co-operation implemented since 2012 has been consolidated and, since 2015, new co-operation projects have been launched, particularly in the field of the fight against corruption and money laundering.

The Enhanced Political Dialogue offers widespread opportunities for dialogue between the Council of Europe and the Jordanian authorities, ranging from high-level exchanges on topics on the bilateral agenda and political issues of common interest, to discussions on concrete co-operation activities relevant to the implementation of the Neighbourhood Partnership, and to participation in Council of Europe committees of experts. Jordan has confirmed its commitment to the implementation of the Enhanced Political Dialogue. However, the difficult regional context in which it is operating, in particular the massive presence of refugees in the country, has affected the implementation of the Neighbourhood Partnership. The Enhanced Political Dialogue with Jordan has nevertheless developed at the technical level with representatives of specialised ministries. The Parliamentary Assembly of the Council of Europe (PACE) "Partner for democracy status", granted to the Jordanian Parliament in January 2016 has also provided a useful framework for political dialogue. Participation of Jordanian experts in some relevant Council of Europe intergovernmental committees and working groups is a probably less visible but important dimension of the dialogue, since it contributes to the institutional involvement of the partner country in the Organisation and to the further development of a common legal space.

The 2015-2017 Neighbourhood Partnership is largely funded by the Joint European Union (EU)/ Council of Europe Regional Programme "Towards Strengthened Democratic Governance in the Southern Mediterranean" (South Programme II) and, until May 2015, through the EU/ Council of Europe Joint Bilateral Programme "Support to the Jordanian authorities in improving the quality and efficiency of the Jordanian justice system". This funding was complemented by Turkey's financial support for combating violence against women and children and promoting the rights of children. Estonia, Malta and Portugal have contributed to regional activities. For the period 2015-2017, the estimated needs amounted to €2 000 000 of which more than €1 736 000 were secured.

The results of the co-operation with Jordan are positive but limited. Co-operation in the fight against corruption and money laundering has been successfully implemented, and links of the Constitutional Court and the Electoral Commission with the European Commission for Democracy through Law (Venice Commission) have consolidated. The granting of the status of Partner for Democracy by the PACE to the Jordanian Parliament in January 2016 has given a new impetus to the co-operation in general and with PACE in particular. However, despite the interest shown by Jordan during the preparation of this Neighbourhood Partnership, regarding the creation of a common legal space, no concrete development has

¹ This document has been classified restricted until examination by the Committee of Ministers.

taken place in this area. In addition, co-operation with the CEPEJ has slowed significantly since 2016. The establishment of an operational presence in Amman would be beneficial for co-operation.

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LIST OF ACRONYMS AND ABBREVIATIONS

Budapest Convention	Council of Europe Convention on Cybercrime
CAHENF	Ad hoc Committee for the Rights of the Child
CARIN	Camden Asset Recovery Interagency Network
CDPC	European Committee on Crime Problems
CEPEJ	European Commission for the Efficiency of Justice
CEPEJ-GT-QUAL	Working Group on quality of justice
CM	Committee of Ministers of the Council of Europe
CODEXTER	Committee of Experts on Terrorism
EMB	Electoral Management Body
EU	European Union
GEC	Gender Equality Committee
GR-EXT	Rapporteur Group on External Relations
ICC	Intercultural Cities
IEC	Independent Electoral Commission of Jordan
JIACC	Jordanian Integrity and Anti-corruption Commission
JNCW	Jordanian National Commission for Women
Lanzarote Committee	Committee of the Parties to the Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse
Lanzarote Convention	Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse
MedUni	Mediterranean Universities on Youth and Global Citizenship
MOJ	Ministry of Justice
NCFA	National Council for Family Affairs
ODGP	Office of the Directorate General of Programmes
PACE	Parliamentary Assembly of the Council of Europe
PATHS programme	Programme of Advanced Training in the field of human rights, the rule of law and democracy for Southern Mediterranean
PC-CP	Council for Penological Co-operation
PC-OC	Committee of Experts on the Operation of European Conventions on Co-operation in Criminal Matters
Pompidou Group	Co-operation Group to Combat Drug Abuse and Illicit Trafficking in Drugs
South Programme II	European Union / Council of Europe Regional Programme "Towards Strengthened Democratic Governance in the Southern Mediterranean"
T-CY	Cybercrime Convention Committee
UNDP	United Nations Development Programme
UniDem Med Campus	Universities for Democracy for the Southern Mediterranean
VC	Voluntary contribution
Venice Commission	European Commission for Democracy through Law

1 INTRODUCTION

1.1 GENERAL OVERVIEW

The Committee of Ministers (CM) adopted the Neighbourhood Partnership with the Hashemite Kingdom of Jordan 2015-2017 at its 1218th meeting on 4 February 2015. This Neighbourhood Partnership is a joint initiative between the Council of Europe and the authorities of Jordan which builds on the outcomes of the previous Neighbourhood Co-operation Priorities 2012-2014.

This report describes the impact of the implementation of the Neighbourhood Partnership with the Hashemite Kingdom of Jordan 2015-2017, and covers the period of February 2015 to September 2017. This report presents the major achievements during the reporting period in each sector followed by appendices with additional information. This report describes activities at the strategic level, and therefore does not provide detailed information regarding individual projects implemented as part of the Neighbourhood Partnership. It neither aims at providing reflection on the general political, social or economic situation in the country nor detailed information on individual projects.

The Neighbourhood Partnership is a strategic programming instrument in line with the Council of Europe policy towards neighbouring regions. This policy aims, through enhanced political dialogue and co-operation, to accompany democratic reforms in Jordan within the areas of expertise of the Council of Europe.

Political dialogue

The Enhanced Political Dialogue offers widespread opportunities for dialogue between the Council of Europe and the Jordanian authorities, ranging from high-level exchanges on topics on the bilateral agenda and political issues of common interest, to discussions on concrete co-operation activities relevant to the implementation of the Neighbourhood Partnership, and to participation in Council of Europe committees of experts. Implementation of this framework for dialogue ultimately depends on the political will of the Council of Europe and the partner country.

As regards the high-level dialogue, the Neighbourhood Partnership provides that “the CM may invite the Minister of Foreign Affairs of Jordan, or other high-level representatives of the government, to attend its sessions; The Secretary General of the Council of Europe and the Minister of Foreign Affairs of Jordan will hold consultations, at least once a year, on issues on the bilateral agenda and topics of common interest”; and “Ministers of Jordan may be invited to participate as observers in the Specialised Ministers’ Conferences relevant to the implementation of the Neighbourhood Partnership, in accordance with the terms of Resolution CM/Res(2011)7.”

In addition, “the Ministers’ Deputies may invite representatives of Ministries and relevant Jordanian institutions for consultations on any subject relevant to the implementation of the Neighbourhood Partnership”; and “the Rapporteur Group on External Relations (GR-EXT) of the CM will hold exchanges of views with representatives of Ministries and relevant Jordanian institutions when discussing items relevant to the co-operation with Jordan and following-up the implementation of the Partnership. The other Rapporteur Groups may also hold such exchanges of views.”

As regards consultations at a more technical level, the Neighbourhood Partnership provides that “representatives of Jordan may also participate as observers in the parts of the meetings of relevant intergovernmental committees of experts when discussing issues of relevance to the implementation of the Neighbourhood Partnership.”

Finally, Jordan is invited to “designate a Neighbourhood Partnership Representative to the Council of Europe as a contact point for the implementation of the Neighbourhood Partnership”.

Co-operation

The main objective of the co-operation between Jordan and the Council of Europe, in line with the Council of Europe’s policy towards neighbouring regions, aims to assist Jordan in the process of democratic changes underway by helping the country tackle challenges related to human rights, the rule of law and democracy. In particular the objectives identified in consultation with the Jordanian authorities under the “Neighbourhood Partnership 2015-2017” are to:

- consolidate the achievements of the “Neighbourhood Co-operation Priorities with the Hashemite Kingdom of Jordan 2012-2014” and initiate new areas of co-operation in line with national reform priorities, based on the demand-driven approach;
- facilitate the creation of a common legal space between Europe and Jordan, encouraging the authorities to bring Jordanian legislation in line with European and international standards and ratify Council of Europe conventions open to non-member States, with due regard to the procedures set out in the relevant conventions;
- support the development and the effective implementation of new legislation in accordance with European and other international standards;
- support the setting-up and the effective functioning of human rights institutions and new governance structures;
- consolidate Jordan’s presence in Council of Europe instances (e.g. PACE) and encourage participation in other relevant Council of Europe structures.

1.2 OVERALL ASSESSMENT AND MAIN ACHIEVEMENTS

Council of Europe technical assistance programmes form an integral part of the unique strategic triangle of standard-setting, monitoring and co-operation: the development of legally binding standards is linked with their monitoring by independent mechanisms and supplemented by technical co-operation to facilitate their implementation. Council of Europe actions are developed and implemented in areas where the Council of Europe has strong expertise and added value.

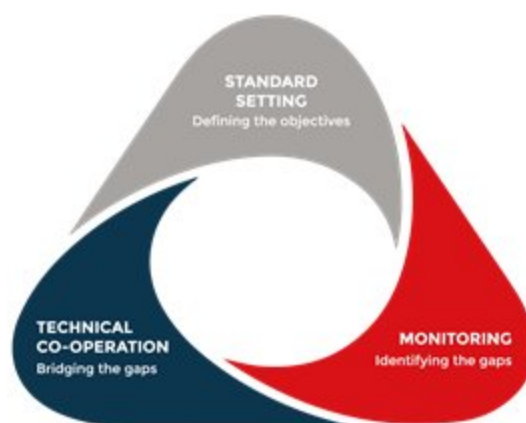


Figure 1: Council of Europe strategic triangle

In the case of Jordan, as a non-member State of the Council of Europe, monitoring mechanisms will not apply until this country becomes a contracting party of relevant conventions.

However, the methodology of a number of monitoring mechanisms has been used to assess the country’s situation in key areas and to formulate recommendations in line with European legislation and practices.

This report was prepared using project reports and evaluation reports, where available.

As described in part 2 of the present document, co-operation with the Jordanian authorities in the framework of this partnership was positive but has shown limited progress. The assistance provided by the Venice Commission was invaluable in supporting the Constitutional Court, and in the area of co-operation in the electoral field, notably with the Independent Electoral Commission of Jordan (IEC). The work of the CEPEJ continued to be significant in raising awareness of European standards in the Jordanian judiciary, which greatly benefited from the exchange of views with European experts. However, it has been slowing since 2016. Concerning corruption and money laundering, a solid partnership has been built under the current partnership with the Jordanian Integrity and Anti-corruption Commission (JIACC). Although awareness was raised of the added value that accession to certain Council of Europe conventions would have for the Jordanian legal system, no concrete steps are to be noted regarding the creation of a common legal space.

In accordance with point 4 of the Enhanced Political Dialogue, shortly after the adoption of the Neighbourhood Partnership, Jordan designated its Ambassador in Brussels as the Neighbourhood Partnership Representative to the Council of Europe, the contact point for the implementation of this Partnership. The Neighbourhood Partnership Representative has played an important role in the implementation of the Enhanced Political Dialogue.

Jordan confirmed its general willingness to implement the Enhanced Political Dialogue. However, the difficult regional context in which it is operating, in particular the massive presence of refugees in the country, has affected the implementation of the Neighbourhood Partnership.

Jordan, nevertheless, sent experts to implement dialogue at technical level (see below) and remained committed to dialogue at all levels within the limits provided by the unfolding situation in and around the country. The Enhanced Political Dialogue with Jordan has developed in Strasbourg and Brussels with representatives of the Ministry of Foreign Affairs and representatives of specialised ministries. The granting of the PACE “Partner for Democracy” status to the Jordanian Parliament in January 2016 provided a useful framework for political dialogue, in particular with Mr Atef Tarawneh, Speaker of the House of Representatives of Jordan. At technical level, Jordan attended several meetings of relevant Council of Europe intergovernmental committees of experts and working groups. A list of such expert bodies in areas at the core of the common legal space has been established by the Council of Europe Secretariat and these bodies have adjusted their mandate where relevant in order to reflect the possibility of Jordan’s participation as observers, as provided by the Neighbourhood Partnership. Jordanian experts attended in particular meetings on Co-operation in Criminal Matters with the Committee of Experts on the Operation of European Conventions on Co-operation in Criminal Matters (PC-OC), on terrorism with the Committee of Experts on Terrorism (CODEXTER), on cybercrime with the Cybercrime Convention Committee (T-CY), on the Council of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention) with the Committee of the Parties to the Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Committee) and CEPEJ meetings. Participation in these expert bodies is probably a less visible but important dimension of the dialogue since it contributes to the institutional involvement of the Partner country in the Organisation and to the further development of a common legal space.

Finally, it should be noted that Jordan expressed interest in following developments of the Council of Europe Neighbourhood Policy, especially vis-à-vis other Neighbourhood Partners (i.e. Morocco and Tunisia).

2 REVIEW BY PILLAR/SECTOR

2.1 HUMAN RIGHTS

Co-operation with Jordan in the field of human rights aimed at raising the awareness of Jordanian authorities on key Council of Europe legal instruments with a view to progressively bringing Jordan closer to European standards. Most of the co-operation in this area has been implemented as part of regional actions with some country-specific activities organised in 2017. Overall, limited progress has been achieved in this area.

2.1.1 FIGHT AGAINST VIOLENCE AGAINST WOMEN

Some progress has been achieved in this field, although not at the level foreseen by the Neighbourhood Partnership. A good working relationship has been established with the Jordanian National Commission for Women (JNCW), allowing for representatives of Jordan to take part in several Council of Europe regional events, such as the Conference on the prevention and fight against violence towards women (Tunis, April 2017), and meetings of the Gender Equality Committee (GEC). A needs assessment session incorporating discussions on Council of Europe’s future actions in the sphere of human rights, and in particular on the fight against violence against women took place in May 2015. It enabled to identify, establish regular exchanges and strengthen the relationship with the main national counterparts in this area, namely the JNCW and the General Federation of Jordanian Women.

In line with legislative changes introduced in Morocco and more recently Tunisia, the Jordanian Parliament abolished, in August 2017, the provision of the penal code allowing rapists to escape punishment if they marry their victims. Although not a direct result of Council of Europe initiatives, this positive development marks a significant step forward which is beneficial for future co-operation with the Organisation.

2.1.2 PROMOTION OF CHILDREN RIGHTS AND FIGHT AGAINST VIOLENCE AGAINST CHILDREN

The Lanzarote Convention was extensively presented to a large range of actors representing 29 institutions including national authorities, civil society, national and international organisations in May 2015 in Amman. As a result, three areas have been identified as priorities: supporting the preparation of child rights laws, awareness-raising on preventive measures of the Lanzarote Convention for child's rights professionals, and the concepts of children's best interest and child participation and their implementation. The adjustment of legislation to protect children's rights was the focus of a workshop organised in partnership with the National Council for Family Affairs (NCFA) in Amman, in May 2016. The NCFA takes regularly part in the Lanzarote Committee of the Parties, the Ad hoc Committee for the Rights of the Child (CAHENF), the High-Cross-Regional Meeting on the Protection of Children from Sexual Violence, and was also represented at the High Level Conference "*Reaching the heights for the rights of the child*" (Bulgaria, April 2016). These activities contributed to exchanging best practices with international partners, raising awareness and facilitating the knowledge on European standards and helped to identify two future possible areas of co-operation: child budgeting and child protection with regards to new technologies - on which Jordan has developed noticeable experience.

Co-operation in the defined areas could be pursued as part of a future partnership.

2.1.3 FIGHT AGAINST TRAFFICKING IN HUMAN BEINGS

No progress can be noticed in this field. Preliminary contacts were made with the Ministry of Justice (MOJ) and the Jordanian National Committee on Preventing Human Trafficking to assess the situation, identify needs and priorities and define a work programme, but no action was implemented.

Potential future co-operation in this area with clear objectives is under discussion with the Jordanian authorities.

2.2 RULE OF LAW

Rule of law is the most important component of the Neighbourhood Partnership with Jordan, both in terms of results achieved and the funding allocated. Fighting corruption and money laundering and co-operation in the electoral field are well-established fields of co-operation. The joint work with Jordan regarding justice reform, in particular constitutional justice, has continued consolidating and increasing since 2015. However, despite Jordan's expression of interest in a series of Council of Europe conventions during the preparation of the current partnership, only very limited progress has been made with a view to the creation of a common legal space.

2.2.1 INDEPENDENCE AND EFFICIENCY OF JUSTICE

In 2015, the CEPEJ continued to consolidate achievements in the area of judicial management modernisation. Priority was given to strengthening the knowledge of the MOJ's department in charge of the automated judicial scoreboards and reporting systems at national level. Such activities included a study visit to Switzerland in June 2015 as well as participation in meetings of the SATURN Centre for judicial time management and of the network of CEPEJ pilot courts in Strasbourg in September 2015. As a result, two major indicators, namely the Clearance Rate and the Disposition Time, have been integrated in the Jordanian judicial scoreboards and reports.

In 2016, discussions began between the CEPEJ and the MOJ with a view to redefining priorities of the CEPEJ intervention in Jordan. However, such discussions came to a halt during the autumn, following the King's decision to establish a "Committee for Developing the Judiciary and Enhancing the Rule of Law". Co-operation did not resume after the Committee presented its report (in February 2017) despite the fact that

many of the recommendations and proposals included in the report relate to areas of expertise of the Council of Europe, and that the CEPEJ conveyed its readiness to further support the Jordanian authorities in the justice reform.

Consideration should be given to resuming co-operation in this area as from 2018.

2.2.2 SUPPORT THE CONSTITUTIONAL REFORM, THE DRAFTING OF NEW LEGISLATION AND THE SETTING-UP AND EFFECTIVE FUNCTIONING OF NEW GOVERNANCE INSTANCES

Good progress can be noticed in this area, in particular concerning the co-operation with the Constitutional Court and the IEC. However, unlike other partners in the region, Jordan is not a member of the Venice Commission; nor has it used the opportunity offered by the current Neighbourhood Partnership to request Venice Commission's expertise and advice to review relevant legislation.

The Venice Commission played an important role in developing co-operation in the field of constitutional justice immediately after the establishment of the Constitutional Court of Jordan during the previous co-operation period, and has continued to support the Constitutional Court under the current Partnership, in particular through capacity-building activities. Both institutions have developed a constructive working relationship, including the appointment by the Constitutional Court of a liaison officer with the Venice Commission and contributions to the CODICES database. Representatives of the court also participated in a number of regional activities organised by the Venice Commission. The Constitutional Court's official visit to the Council of Europe from 9 to 11 October 2017 has provided the opportunity to reaffirm the importance of continued co-operation.

In 2016, Jordan adopted a new election law, introducing a new electoral system that is based on open lists and a proportional electoral system. Article 9 of the 2016 election law provides that "the voter is to cast a vote for one of the lists first, and then vote for a number of candidates on that list". The parliamentary elections of 20 September 2016 were the first elections held following the new system and were also administered by the IEC. These elections were observed by a delegation from the PACE, while the Venice Commission provided legal expertise to the election observation mission. Extensive co-operation has also been established with the Organisation of Arab Electoral Management Bodies (EMBs), with which the Venice Commission signed a Memorandum of Understanding. The Venice Commission supported notably the organisation of the Second General Assembly and a workshop on the independence of EMBs, in co-operation with the United Nations Development Programme (UNDP) and the Independent High Electoral Commission of Tunisia in February 2017.

During the period under review, Jordanian representatives took part in several Venice Commission events, which contributed to strengthening the capacities of relevant Jordanian professionals in areas of Council of Europe expertise while involving them in existing networks. Such events include the Joint Council on Constitutional Justice, composed of members of the Venice Commission and liaison officers appointed by the constitutional courts to steer co-operation between the constitutional courts and the Venice Commission; the Intercultural workshop on democracy, a platform for exchange of experience and good practices; and the regional Universities for Democracy for the Southern Mediterranean (UniDem Med Campus) Seminars, enabling senior civil servants of seven partners in the South Mediterranean region (Algeria, Jordan, Lebanon, Mauritania, Morocco, Palestine* and Tunisia) to strengthen their legal capacities in areas of good governance, the rule of law and fundamental rights.

The Council of Europe should pursue co-operation with Jordan on constitutional matters, and if possible provide support to the preparation of relevant legislation and the creation of new democratic governance instances.

2.2.3 CREATION OF A COMMON LEGAL SPACE

The progressive creation of a common legal space is one of the main priorities of the Council of Europe's Neighbourhood Policy and this Neighbourhood Partnership. Despite significant interest shown by Jordan during initial consultations, only very limited progress can be noticed in this area. Two seminars, on the Lanzarote Convention and the Council of Europe Convention on Cybercrime (Budapest Convention) organised at the request of Jordanian authorities, have certainly contributed to a better understanding of European standards in these areas. In addition Jordan participated in the high-level international

* This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of Council of Europe member States on this issue.

Conference on the fight against trafficking in human organs and opening to signature of the new Council of Europe convention in this field (Santiago de Compostela, March 2015).

Intergovernmental co-operation and dialogue between Jordan and its European counterparts was further strengthened through the participation of Jordanian experts in a number of conventional committees (Lanzarote committee of the Parties and T-CY) and intergovernmental committees of experts (PC-OC, Council for Penological Co-operation (PC-CP), CODEXTER, and the European Committee on Crime Problems (CDPC)). Jordanian delegations also took part in the Conference of Directors of Prison and Probation Services, in the Conference on Smuggling of Migrants and in the International Conference on Terrorism and Organised Crime.

The promotion of a common legal space should continue to be part of future co-operation with Jordan.

2.2.4 FIGHT AGAINST CORRUPTION AND MONEY LAUNDERING

Co-operation with the JIACC is now well established. To bring institutional capacities and legislation framework reforms increasingly in line with European standards, the Council of Europe has assisted Jordan, and particularly the JIACC in different areas. Support included a review of the whistleblower protection regime based on Council of Europe standards, which served as the basis for two subsequent training activities for Jordanian authorities covering the topics of protection mechanisms, and managing the psychological expectations of whistleblowers. Another review was held on terrorism financing risks in the non-profit sector, which resulted in proposals to enhance the regulatory system for non-profit organisations and guidelines for interagency co-operation and information exchange. Also, an on-site needs assessment of the IT infrastructure of the JIACC and their capacities to undertake high-tech forensics operations was carried out, with a view to proposing hardware and/or software procurement. A review of the asset recovery system was carried out with the purpose of building efficient procedures and interagency ties in this area. Council of Europe experts undertook consultations with the full range of government institutions involved in the asset recovery chain in order to determine areas of improvement, as well as develop proposals to streamline interagency co-operation. International good practices and case studies on asset recovery were disseminated among relevant counterparts in Jordan. The capacities of JIACC staff to conduct anti-corruption training were also enhanced through a training of trainers session (Amman, 9-11 November 2015), highlighting the use of interactive training tools tailored to different target audiences. Investigators from JIACC and officials from the Anti-Money Laundering Unit and Public Security Directorate increased their skills to use the internet safely as an intelligence tool when carrying out corruption related inquiries and investigations through a workshop on open source internet investigations (Amman, 20-23 March 2017). Finally, the awareness-raising of the private sector on corruption-proofing methodology and anti-corruption compliance in the private sector was the focus of two workshops based on Council of Europe and other international standards (Amman, 5 and 6 October 2016).

Progress was also recorded in the reinforcement of the capacities for a better regional co-operation on anti-corruption and money laundering. Jordanian representatives exchanged experience with their counterparts from Morocco and Tunisia, while strengthening their capacities in inquiring corruption cases, other administrative violations for law enforcement agents (or/ and other relevant agencies) through a regional training of trainers. In addition, Jordanian law enforcement officials obtained skills to identify offshore structures and money laundering typologies through a sub-regional training session held jointly with Palestinian counterparts (Strasbourg, 10-12 July 2017).

Furthermore, the capacities of the JIACC, the anti-money laundering Unit, the public security Directorate and the Judicial Council to deal with financial investigations of international corruption were strengthened through a specialised training (Amman, 8-10 May 2017). Also, the networking capacities of the JIACC and the MOJ to share best practices related to international information exchange on anti-corruption and anti-money laundering cases were consolidated through a study visit in the Netherlands, Europol and the Camden Asset Recovery Interagency Network (CARIN) (The Hague, 19-21 April 2016). Another study visit in Denmark has allowed JIACC representatives to share experience with their Danish counterparts focusing on the new ombudsman functions assigned to the JIACC (Copenhagen, 18-20 September 2017).

Linked to the fight against organised crime, it should be noted that Jordan was particularly active in the Co-operation Group to Combat Drug Abuse and Illicit Trafficking in Drugs (Pompidou Group) Law enforcement activities related to the fight against drug trafficking. Hence, Jordanian experts participated in different events of the Pompidou Group, in particular the annual meetings of the co-operation group on drug control services at European airports and annual Meetings of the Precursors Network. Participation of Jordan is important for the exchange of information and knowledge on air trafficking and monitoring of precursors with their counterparts from the customs and officials in charge of security in the airports at European and International level.

Co-operation to combat economic crime should be pursued from 2018 onwards.

2.2.5 FIGHT AGAINST CYBERCRIME

In addition to better awareness regarding standards in this area, as foreseen by the Neighbourhood Partnership, Jordan has expressed an interest in joining the Budapest Convention. Jordanian representatives participate on a regular basis in the T-CY meetings. Furthermore, Jordan is one of the beneficiaries of the new regional project devoted to the Southern Mediterranean on cybercrime "CyberSouth"², which was launched in July 2017, and whose overall objective is to contribute to the prevention and control of cybercrime and other offences involving electronic evidence, in line with international human rights and rule of law standards and good practices.

Co-operation in this area has a potential to develop further based on the existing Joint Programmes between the EU and the Council of Europe.

2.3 DEMOCRACY

The main development with Jordan on democracy, over recent years, is the granting of the PACE Partner for Democracy status to the Jordanian Parliament. Jordanian representatives and experts participated in events organised by the North-South Centre and in the trainings held as part of the Programme of Advanced Training in the field of Human rights, the rule of law and democracy for Southern Mediterranean (PATHS programme).

2.3.1 INTER-PARLIAMENTARY CO-OPERATION

The Partner for Democracy status was granted to the Jordanian Parliament in January 2016, with the adoption of PACE Resolution 2086 (2016). Under this partnership, a six-member delegation appointed from among the elected members of the Jordanian Parliament takes part in the work of the Assembly and its committees. During the PACE session of 9-13 October 2017, the Assembly reviewed the implementation of this status by Jordan. The report prepared by PACE rapporteur Josette Durrieu (France, SOC) mentions that Jordan is moving in the right direction (notably with the implementation of vital reforms as regards democracy, elections, decentralisation and social affairs), even though "the reforms are advancing more slowly than planned". Further progress is particularly needed in the area of discrimination against women and death penalty.

Following the invitation of Jordan's IEC, the PACE has, for the first time, observed the early elections to the Jordanian House of Representatives which took place on 20 September 2016. The election observation report³, discussed during PACE October 2016 Part-session, concluded that the parliamentary elections "took place in a calm atmosphere, with voters able to freely make their choices from the lists presented by parties of different political persuasions".

Jordanian members of parliament (MPs) and representatives of the secretariat regularly take part in regional inter-parliamentary activities, and in awareness-raising/consultative regional conferences, such as the Conference on North-South Migration Dialogue (Lagos, March 2015), the Information Seminar on the Council of Europe (Strasbourg, November 2015), the Conference on Migration Crisis in Europe (Paris, December 2015), the PACE seminar on parliamentary democracy (Amman, 30 May 2016), and the Diaspora Conference (Lisbon, September 2017). These events enhanced their capacity to pursue the

² EU/ Council of Europe joint programme "Co-operation on cybercrime in the Southern Neighbourhood" (CyberSouth), 36 months (1 July 2017 – 30 June 2020), €3,35 million.

³ Observation of the early parliamentary elections in Jordan (20 September 2016): Election observation report, Doc. 14159 10 October 2016, Ad hoc Committee of the Bureau Rapporteur: Mr René Rouquet.

constitutional reform. Similarly, the parliamentarians and their staff were presented with international standards regarding migration related issues.

2.3.2 TRAINING IN HUMAN RIGHTS, RULE OF LAW AND DEMOCRACY

The PATHS programme is a comprehensive programme launched in 2015. It provides a structured, comprehensive framework for training, based on demand and tailored to the needs of Southern Mediterranean partner countries. Only a representative of Jordan attended the first training, which focused on “Constitutional justice, transitional justice and the legislative process”. Jordanian experts were also invited to the second module of the PATHS programme on “Introduction to the European Convention on Human Rights and other international systems for the protection of human rights and fundamental freedoms”, and the third module on “Humans Rights in practice”, but were not able to attend the trainings.

Jordanian representatives participated in the 3rd and 4th Mediterranean Universities on Youth and Global Citizenship (MedUni), organised by the North-South Centre to create synergies and promote the development of competences and empowerment of young people from both Europe and the Southern and Eastern Mediterranean. The Network of the Universities on Youth and Global Citizenship identified “Youth.org: actors for change!” as the joint theme for 2015 and “Connecting Identities” in 2016.

In the field of democracy, new areas of co-operation were launched in the last years. As Jordan is a principal destination country for refugees in the region, the Council of Europe initiated a co-operation at the local level through the Intercultural Cities (ICC) programme, which supports cities in developing, implementing and evaluating local diversity and inclusion strategies. Within the first months of action, the Council of Europe has approached potentially interested cities, with the help of local experts. This has resulted in the commitment by twelve cities in Jordan to participate in the programme, and the selection of four pilot municipalities (Amman, Zarqa, Wasitiyyah and Sahab), identified as already equipped with some intercultural projects, as well as ready and willing to co-operate. On-site visits have allowed the baseline assessment of city policies, while giving the possibility to meet with a wide range of stakeholders and assess their understanding of the intercultural approach as well as readiness to engage in the development of a local intercultural strategy. High level endorsement was obtained from the Minister for Municipal Affairs and from the Great Amman Municipality in Jordan, which have officially named a programme co-ordinator within their staff. Jordanian representatives participated in the annual ICC co-ordinators meeting (Reykjavik September 2016) on the topic of the front-line challenges linked to the present migratory situation, as well as to the conference on “Social Innovation for Refugee Inclusion” where they were given the floor to discuss their initiatives (12-13 September 2016), and at the study visit in Lyon on the “Prevention of radicalisation through Intercultural Policies” (18-19 October 2017). Representatives of the network will also participate to the ICC Milestone Event (Lisbon 28-29 November 2017) and take part in the drafting and adoption of the new narrative of the Programme that will guide the work of the cities in the next decade.

Jordanian representatives were also present at the Lisbon Forums organised by the North-South Centre, the last edition of which (June 2017) was focused on migration management, populism and building inclusive societies.

3 IMPLEMENTATION AND CO-ORDINATION

The CM assesses overall Neighbourhood Partnership implementation through the GR-EXT.

The overall co-ordination of technical co-operation implemented by the Council of Europe falls within the remit of the Office of the Directorate General of Programmes (ODGP), which steers the programming of and fund-raising for co-operation actions, and ensures the efficiency of Council of Europe Offices in the field.

Expertise, the basis of co-operation projects' added value, comes from relevant services in the entire Organisation. Project implementation can involve needs assessments, legislative expertise, capacity-building, awareness-raising and peer-to-peer reviews. Implementation methodology, in line with the Council of Europe Project Management Methodology, aims to reinforce the ownership of national stakeholders and to ensure the sustainability of the outcomes.

In addition, co-operation developed by the Council of Europe follows an "inter-institutional approach", which enables the different Council of Europe entities and institutions to target governmental stakeholders, parliaments, civil society and independent governance institutions, such as ombudsmen and local and regional authorities. This creates a unique leverage for comprehensive, inclusive, successful and sustainable reforms.

The Council of Europe co-ordinates closely with relevant international partners, notably the EU, and in particular the EU Delegation in Jordan. To ensure efficiency and avoid the overlapping of activities, the Council of Europe also co-ordinates with member State development agencies.

3.1 TRANSVERSAL ISSUES

The Council of Europe prioritises a human rights approach at all levels and stages of its activities. Its *acquis*, including Council of Europe legal instruments and institutions, combined with the principles of equality, non-discrimination, balanced participation (both gender-based and of civil society) brings further added value to Council of Europe activities.

As a component of this human rights approach, the Council of Europe emphasises gender mainstreaming throughout its project activities. This Neighbourhood Partnership has paid attention to the improvement of the gender equality as illustrated in the following examples:

- The focus of actions in the area of human rights centred on combating violence against women and children;
- Considerable efforts were made to strengthen the relationship with the main Jordanian bodies responsible for promoting women's rights.

In its recent report assessing developments regarding the Partner for Democracy status, the PACE underlined the need to make further progress regarding discrimination against women. This report will be fully taken into consideration in the preparation of a possible Neighbourhood Partnership for 2018-2021. The limited success in promoting gender equality is linked to the overall limited progress achieved through this Neighbourhood Partnership.

For more information, see the Council of Europe [web page](#) on gender mainstreaming.

The Council of Europe also promotes civil society participation, as outlined in the [Guidelines on civil society organisations' participation in Council of Europe's co-operation activities](#).

Concerning the work with the civil society, it should be emphasised that the participation of representatives of Jordanian civil society in activities organised under this Neighbourhood Partnership, as partners on an equal footing with the governmental actors, helped to build bridges and networking (e.g. presentation of the Lanzarote Convention).

3.2 RISK MANAGEMENT AND SUSTAINABILITY

Due to the nature of its mandate, the Council of Europe sometimes operates in complex and unstable environments that expose it to risks. The risk analysis of the Neighbourhood Partnership and possible mitigation strategies are made on the basis of the Council of Europe risk management [guidelines](#).

The lack of a presence makes it more difficult to convey to national authorities messages regarding the Council of Europe's actions and added value. This challenge is mitigated through regular missions and contacts, as well as the organisation of events in Jordan and the translation of key Council of Europe documents into Arabic and the regular invitation of Jordanian representatives to Council of Europe events, convention and intergovernmental committees.

In addition, the security challenges forced the Council of Europe to limit its action to certain areas (e.g. choice of pilot courts), and might also be detrimental to the potential of its intervention in the future.

3.3 LESSONS LEARNED

The Council of Europe results-based management methodology involves looking at lessons learned. What follows are lessons learned from the implementation of this Neighbourhood Partnership during the period of reference.

- The difficult regional context in which Jordan is operating did not facilitate implementation of the Neighbourhood Partnership. Jordan, nevertheless, sent experts to implement dialogue at technical level and remains committed to dialogue at all levels within the limits provided by the unfolding situation in and around the country.
- The institutional Jordanian point of contact in Brussels, as well as the Council of Europe Brussels Liaison Office, played an important facilitating role. The designation of a contact point in Jordan is a precondition to further facilitate implementation of the Neighbourhood Partnership.
- The Council of Europe confirmed its capacity to respond to the interest of specialised ministries and provide its expertise through its intergovernmental expert bodies. In that respect, the involvement of Jordanian experts in these bodies is an important feature of the dialogue and should be further encouraged. It contributes to the institutional integration of the Partner country in relevant networks and to the development of a common legal space.
- Co-operation with the Constitutional court and other institutions, such as the IEC, should be further developed.
- The establishment of a Council of Europe operational presence in Jordan might contribute to promote and facilitate implementation of co-operation in the country.
- The Partner for Democracy status with the PACE is an effective tool to follow the implementation of reforms and to ensure regular dialogue and institutional co-operation between Jordan and the Council of Europe.
- Flexibility in working methods and the timing of interventions to the current security situation is necessary to counter the delays in implementing some co-operation activities.
- Co-ordination with other international actors is crucial on daily basis and appears to be fundamental in achieving tangible results.

Moreover, as for other framework documents, the following lessons can be drawn regarding the partnership under review:

- A human rights approach to co-operation – using Council of Europe standards as both means and goals of technical assistance – can significantly contribute to securing those rights.
- As the Council of Europe policy towards its neighbouring regions is based on demand, it is important to maintain a flexible framework of co-operation. In this respect, un-earmarked voluntary contributions (VC) are welcomed as they allow adjusting to the needs and dynamics of the reform processes.
- Sufficient capacities of national partners to absorb reforms have to be ensured.
- Technical assistance toward comprehensive reforms requires long-term funding and effective co-ordination mechanisms among national and international partners.

4 FUNDING AND PARTNERS

Continued financial support of this Neighbourhood Partnership allows the Council of Europe to build on and create activities that support European standards. The Council of Europe increasingly seeks to deliver on agreed priorities rather than on individual projects and activities.

For 2015-2017, the initial estimated needs of the Neighbourhood Partnership amounted to €2 000 000. Additional needs related to cybercrime were included in 2017. Funding of more than €1 736 000 has been secured (See Figure 2).

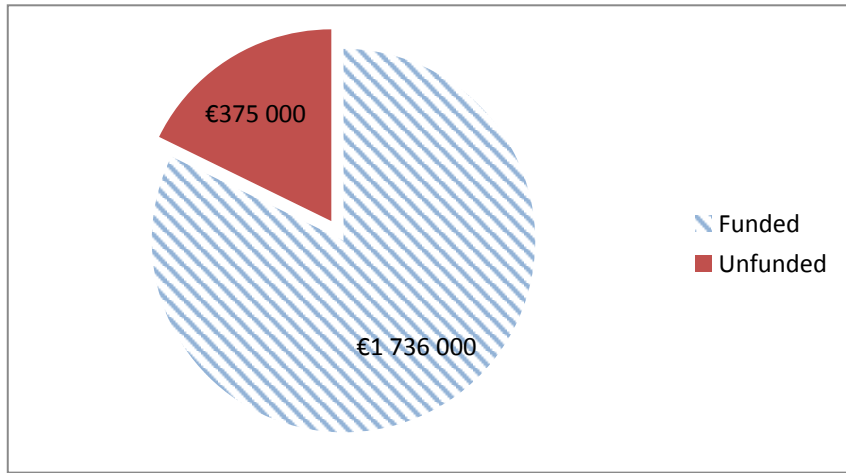


Figure 2: Funding situation of the Neighbourhood Partnership in € as of September 2017

A very significant part of the co-operation priorities is implemented under the regional EU/ Council of Europe South Programme II.⁴ The EU/Council of Europe joint programme “Support to the Jordanian authorities in improving the quality and efficiency of the Jordanian justice system” was covering activities under the sector “Independence and efficiency of justice” until May 2015. This has been complemented by a financial support of Turkey in the field of the fight against violence against women and the promotion of children rights and fight against violence against children (see Figure 3). Estonia, Malta and Portugal contributed to regional activities.

The financial table covering the estimated needs and secured funding is enclosed in Appendix I.

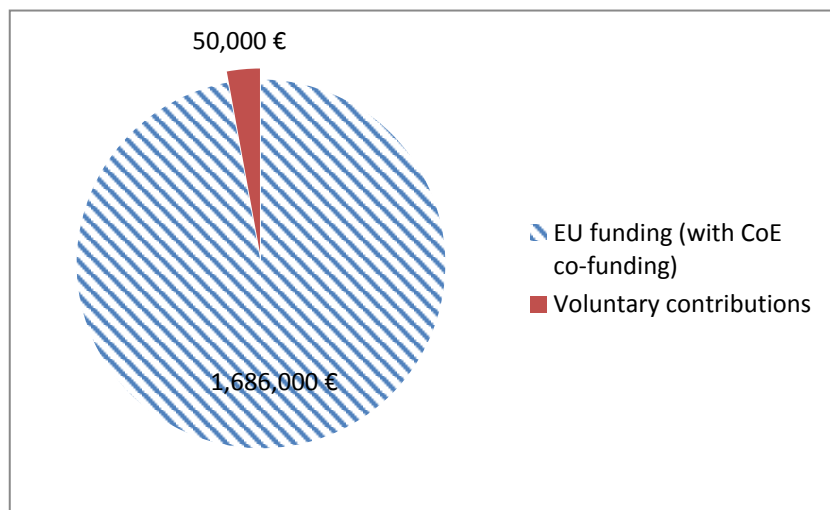


Figure 3: Funding sources for the Neighbourhood Partnership in € as of September 2017

⁴ Co-funded by the EU (95 %) and the Council of Europe (5 %) and implemented by the Council of Europe.

APPENDICES

APPENDIX I: FINANCIAL TABLE

Neighbourhood Partnership with the Hashemite Kingdom of Jordan 2015-2017	Estimated needs (in 2015)	EU funding (with Council of Europe co-funding)	VC funding*	Total funds secured	Unfunded
HUMAN RIGHTS					
Fight against violence against women and Promotion of children rights and fight against violence against children	50 000	**	50 000	50 000	0
Fight against trafficking in human beings	**	**	**	**	**
Subtotal Human Rights	50 000	0	50 000	50 000	0
RULE OF LAW					
Independence and efficiency of justice	700 000	550 000	0	550 000	150 000
Support the constitutional reform, the drafting of new legislation and the setting-up and effective functioning of new governance instances	150 000	100 000	0	100 000	50 000
Creation of a common legal space	150 000	150 000	0	150 000	0
Fight against corruption and money laundering	500 000	500 000	0	500 000	0
Fight against cybercrime****	**	111 000***	0	111 000***	0
Subtotal Rule of Law	1 500 000	1 411 000	0	1 411 000	200 000
DEMOCRACY					
Inter-parliamentary co-operation	150 000***	75 000	0	75 000	75 000
Training in human rights, rule of law and democracy	300 000***	200 000	0	200 000	100 000
Subtotal Democracy	450 000	275 000	0	275 000	175 000
TOTAL	2 000 000	1 686 000	50 000	1 736 000	375 000

* Donors: Turkey and for regional actions: Estonia, Malta, Portugal

** under "creation of a common legal space"

*** including regional activities

**** Additional needs related to cybercrime were included in 2017 with the EU/ Council of Europe joint programme "CyberSouth"

**APPENDIX II: PARTICIPATION OF JORDAN IN CONVENTIONAL COMMITTEES,
INTERGOVERNMENTAL COMMITTEES OF EXPERTS AND WORKING GROUPS OF THE COUNCIL
OF EUROPE FROM 2015 TO 2017**

✓ Conventional committees

Committee of the Parties to the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Committee) (T-ES)

Cybercrime Convention Committee (T-CY)

✓ Intergovernmental committees of experts

European Committee on Crime Problems (CDPC)

Council for Penological Co-operation (PC-CP)

Committee of Experts on the Operation of European Conventions on Co-operation in Criminal Matters (PC-OC)

Committee of Experts on Terrorism (CODEXTER)

✓ Working groups of the Council of Europe

Working Group on quality of justice (CEPEJ-GT-QUAL)

Steering group of the SATURN Centre for judicial time management (SATURN Centre)